DOCUMENT RESUME

ED 326 228 IR 053 255

TITLE IFLA General Conference, 1989. Division of General Research Libraries. Section of National Libraries; Section of University Libraries and Other General Research Libraries; Section of Parliamentary Libraries. Booklet 10.

INSTITUTION International Federation of Library Associations, The Hague (Netherlands).

PUB DATE Aug 89

NOTE 65p.; Papers presented at the International Federation of Library Associations (IFLA) General Conference (55th, Paris, France, August 19-26, 1989). Booklet 10 papers are followed by English translations of two papers not given in English, plus two additional papers.

PUB TYPE Speeches/Conference Papers (150) -- Multilingual/Bilingual Materials (171)

LANGUAGE French; English

EDRS PRICE MF01/PC03 Plus Postage.

DESCRIPTORS *Academic Libraries; Developing Nations; Financial Support; Foreign Countries; Higher Education; Information Needs; International Cooperation; *Library Administration; *Library Cooperation; Library Networks; Library Role; *National Libraries; Program Descriptions; *Research Libraries

IDENTIFIERS *Parliamentary Libraries

ABSTRACT

There are 11 papers from the Division of General Research Libraries in this compilation: (1) "National Library and Information Needs: Alternative Ways of Meeting Them, with Special Reference to the Role of National Libraries" (Maurice B. Line); (2) "Managing Change in National LIbraries: The Library of Congress" (James H. Billington); (3) "Coping with Change: The Experience of the Bibliotheque Nationale" (French and English versions; Emmanuel Le Roy Ladurie); (4) "The National Szechenyi Library as Research Center" (Gyula Juhasz); (5) "Progress Report on 'Legislation on National Libraries of Countries around the World'" (Lenin State Library); (6) "The Economics of Research Libraries: Present State and Future Prospects" (Malcolm Getz); (7) "French University Library Funding" (French and English versions; Christian Lupovici); (8) "Funding Third World University Libraries" (Bart U. Nwafor); (9) "Experience of Bilateral Cooperation between the Parliamentary Libraries of Poland and Hungary" (Andrzej Gwizdz, and Katalin Balazs-Veredy); (10) "PARENSIS (Parliamentary Information System) and the Grand National Assembly of Turkey (TBMM) Information Centre" (Hilmi Celik); and (11) "Parliamentary Libraries and IFLA: Idea and Reality" (Dermot Englefield). (SD)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

55e CONSEIL ET CONFÉRENCE GÉNÉRALE DE L'IFLA
PARIS, FRANCE
19-26 AOÛT 1958

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
This document has been reproduced as received from the person or organization originating it.
Minor changes have been made to improve reproduction quality.
Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

55th IFLA COUNCIL AND GENERAL CONFERENCE
PARIS, FRANCE
19-26 AUGUST 1989

ED326228

Brochure 10 / *Booklet 10*

DIVISION DES BIBLIOTHÈQUES DE RECHERCHE
DIVISION OF GENERAL RESEARCH LIBRARIES

SECTION DES BIBLIOTHÈQUES NATIONALES
SECTION OF NATIONAL LIBRARIES

Session 127 — mercredi 23 août / *Wednesday 23 August* — 09:00 - 11:30

National Library and Information Needs : Alternative Ways of Meeting Them, with Special Reference to the Role of National Libraries *(9-NAT-1-E)*	Maurice B. LINE, Harrogate, UK
Managing Change in National Libraries : The Library of Congress *(24-NAT-4-E)*	James H. BILLINGTON, The Library of Congress, Washington D.C., USA
La Maîtrise du changement : tentatives et réflexions à la Bibliothèque Nationale de Paris *(106-NAT-5-F)*	Emmanuel LE ROY LADURIE, Administrateur général de la Bibliothèque Nationale de Paris, France
Managing Change in National Libraries : The British Library *(22-NAT-2-E)*	Kenneth COOPER, Chief Executive, The British Library, London, UK
The National Széchényi Library as research centre *(22-NAT-3-E)*	Gyula JUHÁSZ, Librarian of the National Széchényi Library, Director of the Institute for Hungarian Studies, Budapest, Hungary

SECTION DES BIBLIOTHÈQUES UNIVERSITAIRES ET AUTRES BIBLIOTHÈQUES DE RECHERCHE
SECTION OF UNIVERSITY LIBRARIES AND OTHER GENERAL RESEARCH LIBRARIES

Session 143 — mercredi 23 août / *Wednesday 23 August* — 15:15 - 17:45

The Economics of Research Libraries : Present State and Future Prospects *(68-UN-1-E)*	Malcolm GETZ, Associate Provost for Information Services and Technology, Vanderbilt University, Nashville, Tennessee, USA
Le Financement des bibliothèques universitaires en France *(75-UN-2-F)*	Christian LUPOVICI, Directeur de la Bibliothèque de l'Université de technologie de Compiègne, France

IR053265

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY
A.L Van Wesemael
TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

aic
J Jouve SYSTEMES D'INFORMATION

SECTION DES BIBLIOTHÈQUES PARLEMENTAIRES
SECTION OF PARLIAMENTARY LIBRARIES

Session 123a — mardi 22 août / *Tuesday 22 August* — 14:30 - 17:00

Experiences of bilateral co-operation between the parliamentary libraries of Poland and Hungary *(80-PAR-3-E)*	Andrzej GWIZDZ, Director, Biblioteka Sejmowa, Warsaw, Poland Katalin BALÁZS-VEREDY, Director, Országgyülési Könyvtár, Budapest, Hungary
PARENSIS and the Grand national Assembly of Turkey (TBMM) Information Centre *(79-PAR-2-E)*	Hilmi CELIK, Director, Kütüphane ve Dokümantasyon Merkesi, Ankara, Turkey
Parliamentary Libraries and IFLA : Idea and Reality *(78-PAR-1-E)*	Dermot ENGLEFIELD, Deputy Librarian, House of Commons Library, London, UK

National Library and Information Needs : Alternative Ways of Meeting Them, with Special Reference to the Role of National Libraries

Maurice B. LINE, *Harrogate, England*

ABSTRACT

Before it is assumed that every country needs a national library or that existing national libraries should be developed along certain lines, it is desirable to identify library and information needs that should be met at national level and then analyse alternative ways of meeting with them. A study of this kind has shown that there are many possible alternatives ; only some of these involve national libraries, while others involve other libraries or organizations, including commercial bodies. No function absolutely demands a national library, but in many cases it may be the most cost-effective means. The best solution will vary according to the size and nature of the country.

INTRODUCTION

The functions of national libraries have been discussed and analysed several times, notably since World War 2. Lists of functions have been produced[1,2,3] which exhibit a good deal of similarity, although there are different emphases ; most functions appear in all of the lists, and only a few appear only in one. However, all of the lists (including mine) appear to make an unstated assumption that national libraries should exist and carry out as many functions as they can, although some of the lists are divided into necessary, desirable and possible functions, or into primary and secondary functions. None of the analyses includes any reasoned argument as to why any of the functions needs to be carried out by a national library rather than in any other way, or tries to establish principles by which their adoption by a national library rather than any other body should be determined ; nor indeed are the functions themselves analysed in any detail.

However, it is not wise to assume that every country should have a national library. Some countries have highly successful ones, but this in itself is not a reason why other countries should copy them, any more than the fact that, say, a good totally centralized car manufacturing industry in one country makes it desirable for all other countries to have the same. Some countries have started to develop national libraries and moved only a small distance in two or three decades ; some have moved quite a long way but one cannot call the results a resounding success ; some have not started, and may or may not be thinking about it. There is a danger that countries without a national library may feel that they are missing something absolutely essential to their wellbeing.

This matter is an important one, since hardly any country is in a position to spend lavishly on libraries, and many do not have the ressources to spend much at all. The optimum use of the money they have is therefore of prime importance, and it would be wrong to spend it on a national library if there were cheaper or better ways of carrying out the necessary tasks. The prime task should not be to establish or even maintain a national library but to decide precisely what library and information functions need to be carried out at national level ; then to consider alternative ways of doing them, comparing them for effectiveness and cost ; and then (and only then) to decide whether a national library would be the best (most cost-effective) way of doing them. As with any product or service, it is best to start with the need rather than with the product or service ; what most of the analyses of national library functions have done is to start, and finish, neither with the need nor with the service but with the supplier.

It was thoughts of this kind that led me to suggest that a study should be carried out to identify those library and information needs that needed to be carried out at national level ; then to consider alternative ways of carrying them out, and compare them for cost-effectiveness ; and finally to examine, for countries of different kinds, what the optimal solution was, including whether there should be a national library, and if so what functions it should perform. This would serve as a sort of companion to Sylvestre's Guidelines for national libraries, published by Unesco in 1987[4]. Unesco gave a grant to IFLA for such a study, which I have carried out in the last 12 months[5].

CATEGORIES OF LIBRARY AND INFORMATION NEED

I categorized library and information needs that should or might be met at the national level into 11 types, and attempted to define each need in some detail, at the same time explaining why a national solution was appropriate in each case. These are listed in the Table. Some of them require a little explanation. It should be explained that "publications" are held to include all media, whether printed, visual, sound, or electronic.

CATEGORIES OF LIBRARY & INFORMATION NEED

01. Collection and preservation of documents of national interest and importance
    a. The nation's publications
    b. Unpublished documents
02. Bibliographic needs : creation of and access to records of publications
    a. Creation of records
    b. Access to records
03. Document provision : the national resource
04. Access to publications
    a. Access for reference and consultation
    b. Remote supply
05. Exchange of publications
06. Access to information
    a. Primary information
    b. Processed information
    c. Preparation of information guides
07. Services to libraries and information units
    a. Cataloguing
    b. Other services
08. Leadership and advice to libraries and information units
    a. Leadership
    b. Advice
09. Planning and coordination
10. Education and training
11. Research and development

The first type of need, the collection and preservation of documents of national interest and importance, includes national imprints, publications relating to the country, manuscripts of national interest, and material that is issued in the country but not commercially, like report literature and many official publications. It is not taken for granted that all or any of these should be collected, let alone preserved, comprehensively ; selection is a difficult and different issue. It would however hardly be disputed that this need is one that has to be met at national level.

The second type of need, bibliographic needs, embraces two distinct functions. The first, creation of records, is straightforward ; just as a country has a responsibility to collect its own imprints, it has a responsibility to make records of them. Access to records is a different matter. The principle here is that it is a national responsibility to ensure that there is adequate access to bibliographic records of all kinds, wherever they are produced : records of books published in other countries, databases in science and technology, and so on. It may be disputed whether this is a national function, and it is certainly true that the initial and often sole means of access must be the local library (or perhaps, in the case of databases, institutional or even personal computer terminal). However, I believe it is a national responsibility to ensure that local access is supported where necessary nationally. An example of this would be an enquiry that required access to printed bibliographic tools that were not present in the local library, or access to a machine-readable database which the local library was unable to access.

The third type of need, document provision, is clearly an equally if not more important national need : that there should be in the country as a whole adequate national provision of publications. This is such an obvious national need that it is surprising that it has received relatively little attention until recent years. Some countries have had national acquisition plans, but few of them can be called successful, whether because the plans were inadequate or not wholly acceptable, or because adequate resources were not provided to implement them. In one or two countries with very large numbers of well funded libraries, national planning of this kind might be unnecessary ; the only example I can think of is the United States of America.

It ought to go without saying that a national resource, however good, is of limited practical use unless it is physically available to the whole country. This leads into **the fourth need**.

access to publications. I divided this need into two : access for reference and consultation, which might require some kind of national plan to ensure that there is good reference provision within reasonable reach of everyone ; and remote supply, usually considered as interlibrary lending (a term now going out of use) or document supply. This and the previous need go hand in hand, since the national acquisition plan should be such as to ensure efficient supply.

The fifth type of need is a relatively minor one : exchange of publications. In nearly all countries publications become surplus to the requirements of local libraries, or have to be disposed of for reasons of space, and exchange systems come into being to make them available to other libraries. Also, some machinery is needed for international exchange of publications.

Access to information, **the sixth type of need**, I divided into three sub-categories. An example of primary information is some raw data wanted, for example, by a researcher in chemistry. Most such enquiries will be dealt with locally, but a national backup is needed where they cannot. Processed information is information that is gathered, sifted and packaged for the benefit of users. The same point about the need for a national backup applies. The third sub-category, the preparation of information guides, is included largely because such guides as registers of research or lists of databases can be seen as a national need.

The most obvious service to libraries and information units (**the seventh category**) is the supply of catalogue records ; this has of course become very common in the last two decades. These records might be of the nation's publications, the recording of which is part of my second function, or of records of publications held elsewhere in the country, in which case it relates to my third function. "Other services" include such activities as binding and expert conservation.

The **final four functions** are largely self-explanatory. These may be much more important for newer and less developed countries than for countries with well-established library systems. Indeed, the balance of importance of all the functions may differ substantially between countries of different kinds.

ALTERNATIVE WAYS OF MEETING NEEDS

Alternative ways of meeting the needs hypothesized above are considered in some detail in the study. It is impossible to look at them all in a short paper, but I will take a few needs as examples.

The collection of documents of national interest and importance is normally stated as the primary and basic function of a national library. However, not only is there no reason why it should be carried out by a single national library, but in many countries it is not so carried out. For example, in several countries in northern Europe legal deposit is divided among several libraries, each of which has a limited national responsibility. On the other hand, moving to document provision, very few national libraries at present have a major role in serving as the nation's main supporting resource of publications, but there is no reason in principle why they should not do so. There are of course several alternative solutions, from concentration on a few major libraries to widely distributed cooperation involving libraries of all types.

Cataloguing services to other libraries are an interesting case. Twenty or 30 years ago it would have been generally assumed that this was an obvious responsibility of the national library. However, in many countries it is now performed by commercial organizations, and the national library may play a minor role or no role at all. Indeed, the growth of the private information sector has added a new dimension to ways of meeting library needs by considerably extending the range of alternatives.

A final example : the functions of leadership and planning may well be centralized in a less developed country, but this does not mean that they need be carried out by a national library. In fact, it is useful to divide functions into those that might be centralized on the national library, those that might be centralized but not carried out by the national library, and those that might be decentralized. Where the actual execution of functions is decentralized, central planning, control or coordination may still be necessary, whether or not it is in the hands of the national library.

The functions of leadership, planning, education, and research and development are all "add-on" functions ; that is, they can be added to the responsabilities of a national library with some of the first seven functions, but cannot in themselves justify a national library ; any body that carried them out without some of the other functions would not be a national library.

What emerges from my analysis is that no single function absolutely necessitates the involvement of a national library ; for every single one there are alternatives. Mchombu came to a similar conclusion[5], though his paper relates only to less developing countries. The question is then whether a national library is better able to carry out the function than alternative means, or able to carry it out more economically. The answer to this question will differ from country to country, and depend on the general level of the nation's library system, its physical size, population, economic strength, political system, structure (whether federal or unitary), its communication system, and so on. In many cases a national library will offer the best solution to a particular need or group of needs ; in other cases it will not.

It is also clear that several of the needs are closely related. It would not, for example, make sense to separate the recording of a nation's publications from their collection. Also, if a national library has an extensive collection of scientific literature, it may be better placed to give a backup information service in science than any other organization in the country. Planning should therefore be done as a whole ; otherwise good solutions may be found for individual functions, but together they may overlap, lead to waste of resources, be in conflict, and generally produce a sub-optimal system. Also, the larger a national library is and the more functions it carries out, the better its capacity should be to carry out further functions still.

There are various ways of dividing up national functions for the purpose of their performance. An obvious one is by subject, and such a division occurs in many countries ; indeed, in very few is the national library nearly so much involved with science and technology as it is with the humanities. Another common division is by format, where separate provision is often made for sound and vision from that for printed materials. A third possible division is by function, with, say, the reference and preservation function carried out by a different organization from the document supply and information function.

If there is a national library, it need not be only a national library ; it is quite common to find libraries which perform both national and other functions, often those of the country's main public library or a major university library. The possibilities, if not quite endless, are very extensive. Moreover, these individual possibilities can be combined in various ways to produce a very large number of permutation ; an example would be separate national provision for document supply in science and technology linked with service to a major academic library.

POSSIBLE SOLUTIONS FOR COUNTRIES OF DIFFERENT KINDS

The last major part of my study considers possible solutions for six hypothetical countries of different kinds : a large developed country and a large developing country, a medium developed country and a medium developing country, and a small developed country and a small developing country. My suggestions are put forward tentatively, and they are all open to argument, the more so as within each of the categories there may be a wide variety — one medium developing country may be quite different from another. The point of this part of the exercice is not so much in the possible solutions as in the process by which they are reached. Every country should be encouraged to work out its own solution.

To do so, it should, as I said at the beginning, not start with the assumption that there ought to be a national library and then consider what it might do. Rather, it should identify its needs carefully and realistically, putting them in some order of priority. The various alternative ways of meeting each of them available to the country then need to be carefully analysed, and the costs and benefits of each estimated. When this is done, the conclusions about each need should be looked at together, to avoid separate and possibly conflicting solutions which could damage the whole system. Then, and only then, can a national library be planned with any confidence. It may well be decided that a national library is not needed at all. If one is needed, there is a much better chance that one set up on the basis of careful analysis will operate effectively than one set up as a national status symbol.

Developed countries are the best able to afford a national library, and most of them already have one for historical reasons ; but they need one less than less developed countries, where thinly spread resources are likely to be less effective in

meeting national needs. However, less developped countries are less able to afford a national library and less likely to find one easy to justify in economic terms. The worst solution for less developed countries is a national library restricted to two or three basic functions, because in such countries the output of national imprints will generally be small, and the tasks associated with their collection such as bibliographic recording will also be small. In a large developed country, on the other hand, a restricted national library might well be a viable option.

CONCLUSION

The study briefly described here might seem relevant only to less developed countries which have embryo national libraries or are considering the establishment of one. However, in some highly developed countries national library systems have undergone radical revision in recent years. An obvious example is the creation of The British Library in the United Kingdom, but there are other countries such as Norway where a great deal of thinking and planning has been taking place concerning the national system and the national library's role therein. Circumstances and needs change, and new solutions offer themselves. This process will be accelerated by electronic information storage and handling.

As I hope I have made clear, this study is in no sense a simple guide to meeting national information needs. Rather, it outlines the process of analysis required to find optimal solutions.

REFERENCES

1. HUMPHREYS, K.W.— "National library functions". *Unesco Bulletin for Libraries*, 20 (4), July-August 1966, 158-169.
2. LINE, Maurice B.—"The role of national libraries : a reassessment." *Libri*, 30 (1), March 1980, 1-16.
3. AL-NAHARI, Abdulaziz Mohamed. — *The role of national libraries in developing countries*. — London & New York : Mansell, 1984.
4. LINE, Maurice B. — *National library and information needs : alternative ways of meeting them, with special reference to the role of national libraries*. [submitted to Unesco June 1989]
5. SYLVESTRE, Guy. — *Guidelines for national libraries*. — Paris : Unesco, 1987. (PGI-87/WS/17).
6. MCHOMBU, K.J. — "Alternatives to the national library in less developed countries" *Libri*, 35 (3), September 1983, 227-249.

24-NAT-4-E

Managing Change in National Libraries : The Library of Congress

James H. BILLINGTON, *The Library of Congress, Washington D.C., USA*

The topic of "managing change in national libraries" is a particularly apt one for me to address briefly today with my distinguished international colleagues because the past year-and-a-half at the Library of Congress has been a time of great change and excitement.

In December of 1987 I initiated a year-long management review effort which consisted of four elements :

1. a Management and Planning Committee (MAP) — a group of middle-management staff who re-examined the Library's strategies and management practices and submitted 108 recommendations for the future ;
2. a management consultant firm — which examined our procedures and organizational structure and assisted the Management and Planning Committee in formulating an implementation plan ;
3. a National Advisory Committee — 28 prominent librarians, educators, scholars, business leaders, and publishers who also provided recommendations and reactions to the work of the Management and Planning Committee ; and
4. eleven regional forums to discuss the Library of Congress and its national role with librarians throughout the United States.

The review effort was designed to start a process, not to produce a product, and the process led to a new organizational concept as shown on attached document 1. In December of 1988 I presented of the new concept of operations, which draws upon the mission and values of the Library as defined by the Management and Planning Committee, to the Library's senior managers. The values developed by the Management and Planning Committee represent an institutional commitment, not merely a set of vague ideals. These values begin with *service* : service that is of high *quality*, *innovative* and *effective*, and that is delivered by maximizing *participation*, *developing* staff capabilities, with *fairness*, respect, and equal opportunity (see attached document 2). We justify our work by its contribution to serving first, the collections ; second, the United States Congress ; third, the American people and their libraries ; and fourth, the creative community (the four parts of our mission). The values and mission call for a different way of doing business, one that is flexible, participatory and team-oriented rather than rigid, hierarchical and turf-conscious, as so many government agencies tend to be (see attached document 3).

With this new concept we are focusing on where we are going rather than where we have been, with a transition team planning strategically together as we move towards a new management team and the shaping of service-oriented units — Collections, Congressional, Constituent, Cultural, and Copyright. We are seeking greater opportunities for researchers to break down the walls between subject and format collections — to have access to all the material on a particular subject regardless of the format — and for staff to move more freely throughout the organization on rotation or service on cross-cutting teams. We want to implement both the new organizational concept and priority MAP recommendations through consultative procedures and team activities involving as many as possible of those staff interested in helping to craft creative change in the Library.

Our coordinating Transition Team, composed of senior managers who have been designated as coordinators for the new service units and the heads of the three labor organizations within the Library, began meeting weekly in January. Seven teams have been formed to prepare transition plans for the new service units ; each of those teams has created smaller units to prepare detailed plans for organizing work along functional lines ; and staff members at all levels have volunteered to work on additional project teams to study and recommend options for addressing special strategic problems, such as affirmative action, internal communication, and unprocessed arrearages. In all, more than 500 Library staff members (from a staff of about 5,000) are directly involved in these planning efforts. Consultative procedures and matrix groups will also be encouraged within existing organizational units, and a number of pilot projects will be developed to test new ideas before committing the Library to a full-scale effort.

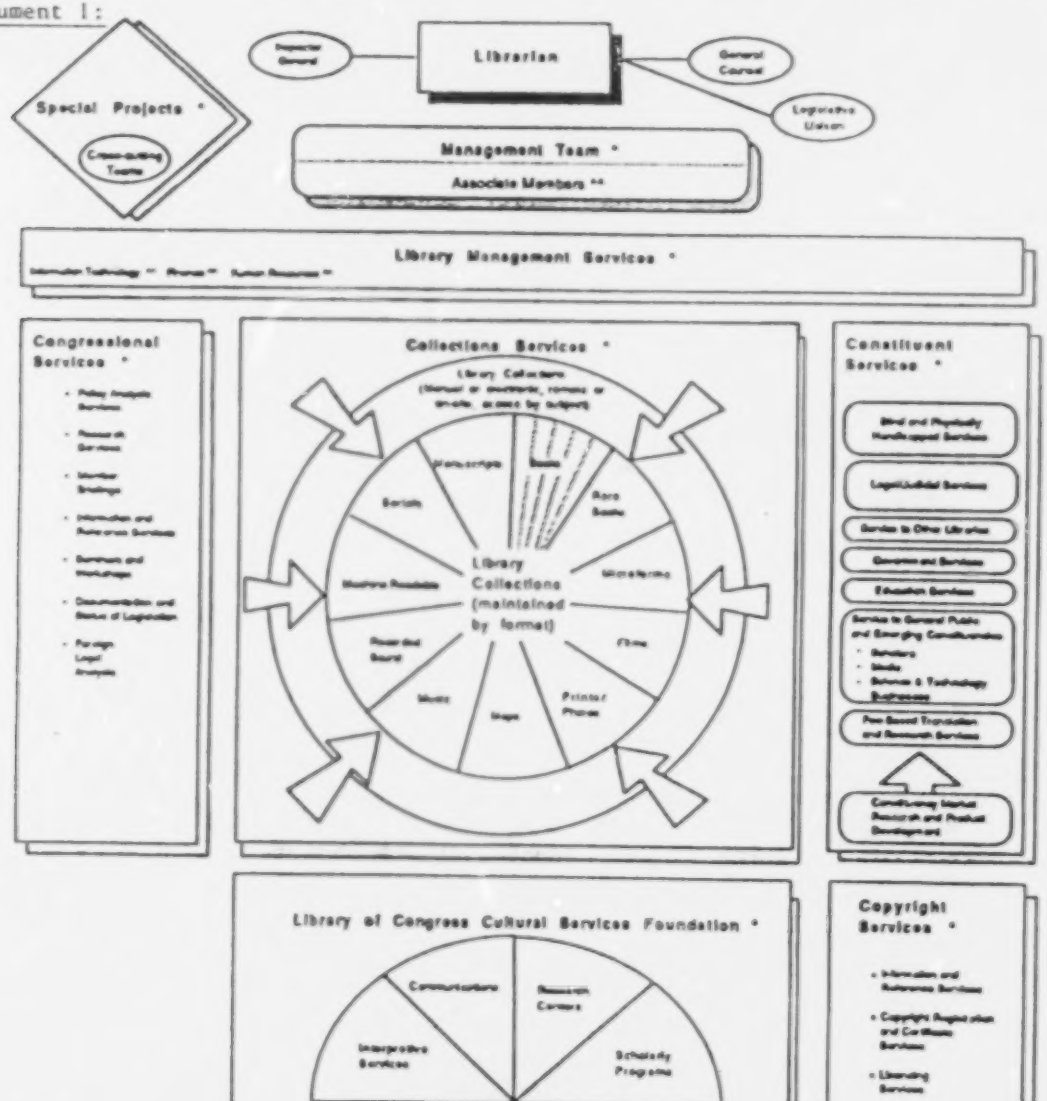
Throughout the process we have made a particular effort to communicate with the staff and invite their participation. We developed a new internal publication, first called *Management and Planning News* and now a weekly *Transition News*. I and other members of the Transition Team have conducted large forums with hundreds of participants as well as smaller lunches to meet with staff and benefit from their input.

Our vision of the Library for the year 2000 is clearly focused on service and on decentralizing authority so that individual managers will have both responsibility and accountability. Layers of management that do not add value will be eliminated. By the end of this September, we should have concluded our transitional planning ; definition of the new functional units should be complete and the management team should be in place. There is no fixed timetable for full implementation since some recommendations and structures involve complex issues and on-going services must be sustained throughout the transition. If the concept is in some ways revolutionary, the implementation will be evolutionary. The structure of our budget process, where we submit our request to the Congress in effect two years in advance, means that the budget for fiscal year 1991 (beginning in October of 1990) will be the first to reflect fully the implementation stage in this continuing process.

This large-scale organizational change is being coordinated with the reshaping of our three buildings on Capitol Hill. The Library will maintain a universal collection policy, but will place increasing emphasis on qualitative selection. The remodeled Jefferson Building will contain reading rooms for all major areas of the world. The Library will attempt to share its unique collections in American history more broadly through a project called "American Memory", which will transpose unique older materials into new electronic formats.

LIBRARY OF CONGRESS MACRO-ORGANIZATION CONCEPT OF OPERATIONS

Document 1:



To meet the time frame needed for prior translation and printing of this document, this report on our transition process was submitted several months prior to today's gathering. Let me now take just a few minutes to bring you up-to-date on the progress we have made in managing and creating change in the past few months. *(Document 1)*

Document 2: FOCUS Framework

Mission:

To be a catalyst and participant in the intellectual process that transforms information into knowledge and knowledge into wisdom and to strengthen and advance the intellectual and cultural life of the American people by:

1. Assembling and preserving a universal collection of human knowledge, information and expression;
2. Making its resources continually available and useful to the Congress of the United States;
3. Making its resources maximally accessible and of service to the American people and their libraries; and
4. Facilitating and celebrating free intellectual creativity by all people on all subjects.

Goals

1. *Service*: To provide the best service feasible to its constituents and to the persons and organizations that comprise the Library itself.
2. *Quality*: To provide the best quality feasible in every aspect of its activities, no matter how large or how small.
3. *Effectiveness*: To align all Library activities and allocate resources efficiently and in accordance with mission priorities.
4. *Innovation*: Constantly to seek, test, and employ new and creative methods of improving its services and the use of its resources.
5. *Fairness*: To treat equitably and with respect all staff and users and to take measures to ensure equal opportunity in all of its activities.
6. *Participation*: To encourage and support widespread staff participation in the planning, implementation, and ongoing evaluation and improvement of its activities.
7. *Staff Recognition and Development*: To maintain an environment in which staff can function at their full potential and to encourage and support staff productivity and excellence by fostering superior performance, individual growth and opportunities for career development.

Document 3: Philosophy Supporting the Concept of Operations

- Maintain central leadership and direction with maximum distribution of responsibility, authority and accountability
- Provide for maximum job satisfaction through variety of opportunity rather than hierarchical job progression
- Establish service units with direct links to clients and clear missions
- Foster team atmosphere built upon flexible allocation of scarce resources to specific projects or activities rather than current division structure
- Eliminate all layers of supervision and review that do not add value

---

106-NAT-S-F

La Maîtrise du changement : tentatives et réflexions à la Bibliothèque Nationale de Paris

Emmanuel LE ROY LADURIE, *Administrateur général de la Bibliothèque Nationale, Paris, France*

La maîtrise du changement, tel est le défi aujourd'hui proposé aux dirigeants de grandes bibliothèques nationales dont les missions sont voisines mais que l'histoire a marquées de son empreinte en privilégiant davantage certains aspects de leur gestion et qui sont confrontées aujourd'hui aux problèmes techniques et financiers que leur posent l'accroissement de la production éditoriale nationale, la diversification des supports de cette production, les problèmes de préservation et de conservation de ces différents types de support, la création et la diffusion accélérées d'une information bibliographique de qualité, la mise à disposition rapide d'utilisateurs de toutes formations et professions, en France ou à l'étranger, d'informations documentaires ou du contenu textuel de documents primaires.

1. MUTATIONS JURIDICO-ADMINISTRATIVES DE LA BIBLIOTHEQUE NATIONALE DEPUIS 1975.

Institution ancienne, héritière de collections prestigieuses, qui se sont massivement accrues à partir du XVIIe siècle, la Bibliothèque Nationale a longtemps privilégié la mission patrimoniale, veillant en tout premier lieu à la bonne conservation des documents et à leur transmission aux générations futures, en soumettant leur accès à certaines limitations.

1.1. Conséquences de la réforme de juillet 1975.

L'histoire récente de la Bibliothèque Nationale a été fortement marquée par la réforme de juillet 1975 qui a abouti au partage de la tutelle des bibliothèques françaises entre les Ministères de l'Education Nationale et de la Culture et à la fin du cumul par l'Administrateur général de la Bibliothèque Nationale des fonctions de directeur des bibliothèques et de la lecture publique au Ministère de l'Education Nationale. Le décret du 19 novembre 1977 qui conférait à la Bibliothèque le statut d'établissement public de l'Etat à caractère administratif, doté de la personnalité civile et de l'autonomie financière, lui octroyait bien encore un rôle de centre de coopération entre bibliothèques françaises en lui confiant la gestion de cinq centres techniques de coopération mais les conventions qui devaient mettre en place ces centres et leur donner les moyens d'exister ne virent jamais le jour. C'est alors que la Bibliothèque Nationale a perdu son rôle de référence obligé et de coordination au sein de la communauté nationale, voire internationale, des bibliothèques.

Ces secousses n'eurent pas qu'un effet négatif puisqu'elles obligèrent par contrecoup la Bibliothèque Nationale à entamer une réflexion sur les finalités de ses missions et sur ses organes de gestion et à multiplier efforts et tentatives pour mettre en place de nouvelles structures et mieux répondre aux besoins des usagers et des services, ayant recours à de nouvelles méthodes de travail et introduisant les nouvelles technologies. C'est ainsi qu'un plan de sauvegarde des collections a pu être lancé en 1980 à la suite du rapport remis par l'Inspecteur général des bibliothèques Maurice CAILLET et qu'après la décision du Premier Ministre Raymond BARRE en juillet 1980 de donner à la Bibliothèque Nationale son autonomie en matière d'informatisation, un schéma directeur de l'informatique a été arrêté en 1982.

1.2. Transfert de tutelle au Ministère de la Culture en 1981.

Mais la Bibliothèque Nationale n'allait pas tarder à connaître une nouvelle mutation administrative avec le décret du 5 juin 1981 qui transférait la tutelle de l'établissement du Ministère des Universités à celui de la Culture puis avec le décret du 22 mars 1983 qui la dotait d'un nouveau statut. Placée désormais sous la tutelle de la Direction du Livre et de la Lecture, elle était contrainte de s'adapter à un nouveau cadre administratif, à de nouvelles méthodes de gestion, à une politique orientée davantage vers la diffusion du savoir et l'ouverture à un public élargi. Dans le même temps, elle était confrontée à des difficultés grandissantes auxquelles il était urgent de trouver des solutions : croissance de la production documentaire et modernisation des techniques d'exploitation, dégradation accrue des collections aggravée par le développement de la communication sur place et à distance, multiplication des problèmes de conservation et de reproduction liés à la diversité des supports, saturation des locaux de stockage, sous-développement de l'administration, problèmes de recrutement des personnels dont la gestion continuait à relever du Ministère de l'Education Nationale...

C'est dans ce contexte, et après la rédaction successive de plusieurs études et rapports sur la Bibliothèque Nationale (élèves de l'Ecole nationale d'administration en 1982, M. Francis BECK en 1987, la Cour des Comptes en 1988), que le 13 juillet 1988, le Président de la République a annoncé l'édification d'une nouvelle grande bibliothèque, la Bibliothèque de France présentée comme la continuité de la Bibliothèque Nationale. Ce projet ambitieux qui se situe à un moment où les mutations techniques imposent de profondes remises en cause dans le monde des bibliothèques, constitue une raison majeure pour

que la Bibliothèque Nationale, en étroite collaboration avec les deux directions ministérielles dont relèvent les bibliothèques françaises et l'Association créée pour la réalisation de ce grand projet, mène une réflexion approfondie sur la définition de ses missions, les moyens nécessaires à leur accomplissement, l'organisation et la maîtrise de ces changements de manière à retrouver un rôle moteur dans le cadre d'une politique nationale et coopérative des bibliothèques.

2. MUTATIONS RESULTANT DU DEVELOPPEMENT DES NOUVELLES TECHNOLOGIES.

2.1 Bouleversements dus à l'informatique et aux télécommunications.

Les développements incessants et incontrôlables de l'informatique et des télécommunications constituent la cause essentielle des bouleversements de notre monde d'aujourd'hui. Ils sont à l'origine de l'apparition de *nouveaux outils* qui permettent le traitement et la diffusion accélérés de l'information, à l'origine aussi de l'apparition de *nouveaux produits* sur de nouveaux supports, en création et en évolution permanente, qui ont engendré de *nouveaux besoins* tels la connaissance accélérée de l'information et l'accès rapide aux sources documentaires, et qui requièrent de *nouvelles méthodes de gestion* pour programmer le fonctionnement, maîtriser les coûts et rechercher les ressources nécessaires.

La Bibliothèque Nationale, comme ses homologues, est à la recherche des meilleurs moyens pour faire face à ce changement et le maîtriser. Pour ce faire, elle est consciente qu'elle doit satisfaire aux missions qui lui incombent en sa qualité de bibliothèque nationale tout en adoptant une stratégie propre qui tienne compte de son histoire, de l'ampleur et de la variété de ses collections et des ressources mises à sa disposition.

2.2 Quelques exemples d'adaptation au changement.

2.2.1 Réorganisation interne liée à l'informatisation bibliographique.

Dès 1982-1983, avec la mise en place de son schéma directeur informatique, la Bibliothèque Nationale a entamé une analyse du fonctionnement de ses services afin d'en mieux connaître les procédures et les finalités et d'en rechercher l'amélioration en qualité et en quantité par l'introduction de l'informatique. Cette analyse à laquelle les personnels des différents services concernés ont activement participé a été particulièrement poussée en ce qui concerne le circuit des livres et des périodiques et a abouti à la restructuration des services intervenant dans le circuit.

Cette réflexion a été élargie en 1988 par le lancement d'un Schéma directeur de l'information bibliographique du Ministère de la Culture et de la Communication auquel participent deux responsables des principaux services bibliographiques de l'établissement. Les conclusions de ce schéma qui a pour objectif de proposer une rationalisation des pratiques de production et de diffusion des notices bibliographiques et une politique de coopération dans ce domaine au sein du Ministère doivent être prochainement publiées.

2.2.2 Programmation de la Bibliothèque de France et examen des missions de la Bibliothèque Nationale.

Depuis le début de l'année 1989, afin de préparer la constitution de la Bibliothèque de France, la Bibliothèque Nationale a créé en son sein des groupes de travail composés de personnels des divers services concernés, aux différents niveaux de la hiérarchie. Ces groupes sont chargés d'étudier le devenir des missions de l'établissement et des fonctions qui en découlent et de prévoir les moyens nécessaires à leur mise en œuvre. Un travail comparable a commencé à se faire dans le cadre de chantiers qu'ouvre progressivement l'Association pour la Bibliothèque de France et auxquels participent des représentants de la Bibliothèque Nationale. Parallèlement la Bibliothèque Nationale a également mis en place une autre instance qui se penche sur la redéfinition du rôle de l'actuelle bibliothèque et sur le réaménagement des actuels locaux après le déménagement d'une partie des collections sur le site de la nouvelle bibliothèque.

2.2.3 Renforcement de l'administration et modification de l'organigramme de l'établissement.

Le poids croissant des charges administratives et financières a conduit dès 1976 l'administrateur général de la Bibliothèque Nationale à renforcer l'équipe de ses collaborateurs et à créer des services administratifs dont les fonctions étaient assurées jusque là par le secrétaire général. La même nécessité de renforcer l'administration et de la confier à des professionnels a entraîné en 1985 la création d'un directeur administratif et financier et en 1989 celle d'un directeur technique chargé de la sauvegarde et d'un directeur de la valorisation et de la communication.

2.3 Stratégie du futur

Malgré ces quelques tentatives de modernisation de l'organisation du travail et de la gestion, la Bibliothèque Nationale a encore beaucoup à faire et l'élaboration d'un plan stratégique, comme le fait la British Library depuis 1985, apparaît comme une nécessité.

Ce travail qui devra s'appuyer sur une analyse fouillée de l'existant et fixer les finalités des missions de la Bibliothèque Nationale, permettra en effet une meilleure organisation des fonctions pour une meilleure efficacité, à l'aide de personnels de plus en plus qualifiés, au moyen des techniques et des technologies les mieux adaptées, en prenant en compte aussi bien les exigences des usagers que l'intérêt du travail et la satisfaction des personnels. Les objectifs vers lesquels il devra tendre sont la richesse de la collecte des documents, la rapidité de la production et de la diffusion de l'information, la facilité de l'accès au document, qu'il s'agisse du contenant, original ou non, ou de son contenu, mais aussi une bonne logistique administrative et financière capable de définir des indicateurs de mesure et des tableaux de bord, la connaissance et la maîtrise des coûts des services fournis et des produits réalisés, l'accroissement et la diversification des ressources propres appuyés sur des études de marché documentées.

Face aux secousses auxquelles elles sont soumises, les bibliothèques nationales ne disposent pas des mêmes solutions interchangeables. Chacune d'entre elles est tributaire d'un contexte économique et financier, technique, social, culturel qui lui est propre. Mais toutes, en gardant leur originalité, doivent trouver une politique cohérente entre conservation, communication et diffusion et y appliquer méthode mais aussi souplesse, rigueur mais aussi mobilité, réflexion mais aussi combativité. Pour parvenir à ces fins, dans un monde où les moyens de communication à distance ne cessent de se développer et de se perfectionner et où la rapidité de l'information est une nécessité, les bibliothèques nationales ont enfin tout à gagner à resserrer leurs liens et à mettre en commun leurs réflexions et leurs expériences.

22-NAT-2-E

Managing Change in National Libraries : The British Library

Kenneth COOPER, *Chief Executive, The British Library, London, UK*

MANAGING CHANGE

1. General

Why change ? Because in the very nature of human affairs yesterday's best prescription will not meet today's needs. This is partly because the needs themselves change partly because any prescription or institutional system carries its own limitations, breeds its own imperfections, which need to be addressed in their turn. Moreover without the spur of commitment to change or improvement the performance of even the best organisation falls away.

What change ? This is an essential and often difficult question to be answered. What is the role and purpose of our organisation ? What markets should we be serving ? What realistic priorities should be set in a changing, demanding environment, having sensible regard to the resources likely to be available ? "Strategy", as Clausewitz said "is simple, but not easy" !

How change ? It is easy to answer this question, at a superficial level. Ask any firm of consultants ; consult any management text-book. There is no shortage of nostrums, of theoretical systems. But the key to successful management of change turns on

working out with *your people* what at a particular time is most likely to help *your organisation* to move forward.

This means instituting a structured process which gives management and staff — or at any rate a good many of them — effective opportunity to express their aspirations and dissatisfactions and converts that energy into new forward momentum towards well identified goals. How that process is directed is very much a matter for top management but it will be largely self defeating unless the outputs of the process — the expression of objectives, the commitment to targets — are readily recognised and owned by a goodly proportion of the staff concerned. For "managing change" is not primarily about adopting different rhetoric or changing the house colours ; it is about encouraging, enabling, equipping the people who make up the organisation to change their working behaviour, to get better results.

2. The British Library

Following are some of the key elements in the processes and systems employed or developed within the British Library during the past few years with a view to improving its performance :

1. *Management Structure* — a well established structure which assigns clearly defined responsibility to individuals for the exercise of functions and development of services throughout the organisation *and* effective mechanisms for corporate decision-taking including a top level Management Committee below the British Library Board itself.
2. *Planning* — in 1985 and again this year, 1989, after some 9 months of consultation and review throughout the organisation we have published Strategic Plans for the British Library. These documents, which include a declaration of purpose, a statement of strategic priorities, an outline of major projects etc. provide a broad framework both for discussions with the Government and the wider library and information community, and within the Library itself for the ongoing preparation of divisional, sectional and individual forward job plans.
3. *Financial Management Systems* — which provide throughout the Library a great deal of information about costs of operations and services, about ongoing expenditure against budgets, about the overall profile of resource use in the Library. This information is linked with operational information to provide a regular and growing series of performance measures, including, where appropriate, figures of revenue.
4. *Staff Reporting and Appraisal* — systematic annual programmes for assessment of performance and promotability of all members of staff, for open discussion with them of achievements against agreed plans, needs for training ; and so on.
5. *Communication* — very regular efforts to get across to management, staff, trades unions within the Library and to the media and wider public outside what is going on and what we are aiming to do. This depends not only on office notices, the house journal and other written communications but quite critically on regular information and consultation down the line of management. We are getting better at it but have a lot still to do.
6. *Staff Training Development* — an area of ever growing importance, to which we are directing increasing resources and in which we are exploring and experimenting a great deal. As we have re-defined the purposes of the Library, set ourselves clearer objectives and faced the requirement to make better use of available resources so the need to develop stronger skills in surveying user requirements, running small business operations, arranging contracts with the private sector, motivating staff, managing major projects, using new technologies in many similar areas has become obvious. This is therefore an area of key investment for the future.

3. Comment

The sceptic might be tempted to ask in the light of all this whether we have any time left to provide services to readers and other users, or, even more important, to improve these services. The short answer (which is all the compass of this paper allows) is that there are many areas of sustained performance, new achievement and innovation to which we can point. Most of those who know the institution well will also, I think, say that the British Library shows many signs of "having got it's act together" and "being on the move".

This is notwithstanding the fact that, in common with many other libraries, the British Library's operation grants from Government have been cut — marginally but steadily for the past 10 years. On the other hand there have been general changes in the public service culture in Britain in the past few years which are encouraging the Library in its efforts to plan ahead, to develop management information systems, to extend delegation of responsibility along and down the line of management and to raise revenue in ways that the British Library Board deems appropriate.

At the same time the Government is investing hugely in a new building for the British Library which is to open in some 3 to 4 years' time. That in itself is a major imperative for change. We are all quite clear that it will not, and should not, satisfy anybody simply to take existing operations and services and plonk them down in due course in the new building. That building will give us prime opportunity and much greater facility for improving the measure and quality of service which the Library gives to its many different categories of user in this fast changing information age. Such a challenge to our professional and management skills leaves us without option. We have to live with change — we must manage and exploit it.

23-NAT-3-E

The National Széchényi Library as research centre

Dr. Gyula Juhász*Librarian of the National Széchényi Library, Director of the Institute for Hungarian Studies Budapest, Hungary*

Abstract

The National Széchényi Library in Hungary with more or less success endeavoured to keep up with external developments through its more than 185 years of history. To enlist in the paper all the major stages of its development from the time of Count Ferenc Széchényi's private collection through the period of coexistence with the National Museum up the recent moving to a block of the Royal Palace at the Buda Castle would exceed the limits of the panel discussion. Besides the basic aim of making the national collections as complete as possible, the emergence and provision of the central services incorporation of research activities has become a major goal of the library. The author concentrates here on some of the very recent developments and on the present efforts to cope with them.

1

National libraries — as fundamental institutions of society, as columns of scientific and cultural life — are more often than not considered to be relatively static organizations. Even in professional circles their activity is looked upon as the amalgam of the different elements of certain basic, generally accepted and demanded services which have their own long tradition, are prescribed by legal regulation and are mainly financed and supervised by state organs according to the "rules of the game" of the given library system. Thus, it is not surprising that change is not the keyword in case of these institutions at least not in its functional, organizational or institutional sense.

Change, however, cannot be avoided, especially in times of rapid technical development, social and economic transformation. National libraries cannot afford to be excluded from these processes otherwise they might become isolated not only on the professional scene but in the scientific and cultural life of the country as well. What is more, their strategy must be based on an active approach not simply reacting to the changes of external conditions (which are at times threatening the very existence of certain services). Their strategy has to follow consciously the logic of the changes, to rearrange priorities, in order to enrich the spectrum of the existing functions and services by revealing new opportunities.

2

With the relocation of the National Széchényi Library in 1985 to the former Royal Palace in Buda a new period of modernization of services and technical equipment as well as the

reorganization of work began trying to make full use of the potentialities of the eight-story building specially designed for the library.

2.1. Computerization :

A greater momentum has been given to the process of computerization already under way through the successful participation of the library in a nation-wide competition in 1987 which resulted in considerable additional finances for this purpose. The preparatory work for library automation included the compilation of a comprehensive survey of the library's technological information system and resulted in the definition of basic information processes. Parallel to this, conditions of relocating the already automated systems to the library's own computer centre are under clarification (such as Hungarian National Bibliography which has been produced since 1976 with the help of external computer processing facilities, off-line). A limited company — with the partnership of a computer firm and the Library of the Hungarian Academy of Sciences was founded recently in order to furnish the planned computer centre with proper institutional background or framework.

2.2. Reshaping traditional activities

Together with the preparations for introducing modern information technology in a much larger scale than before a streamlining of the traditional activities is in progress. For example, the Centre for Library Science and Methodology — which is an organizational unit of the Library — is in the process of redefining its basic objectives. It also aims at identifying those new opportunities and possibilities which would serve the Hungarian library community and profession in a more rational and effective way. The basic aim here is to change over from direct supervisory role to orientation with a greater emphasis on the coordination of different levels of professional training including high-level and postgradual training.

2.3. Reorganization of the traditional structure

The implementation of these objectives could not be fulfilled without the restructuring of the organization itself. Traditionally developed large divisions had to be reorganized into smaller units more suitable for the new technological process on the one hand and providing more incentives towards the renovation of the library's activities on the other, through participative management, job enrichment, etc. The library intends to create a work environment that offers greater variety and more individual responsability. A few words about some of the actual measures taken in this respect : an **Operations Division** headed by one of the Deputy Librarians was created incorporating a number of departments which serve all-institutional purposes (e.g. the department responsible for the implementation of the computerization). An **Office for Public Relations and Cultural Affairs** was also established with the aim of handling the public relations of the institution in the country and abroad. Organizational changes have been discussed and approved by the Library Board which consists of the National Librarian, the two deputy librarians, directors and division heads. Effectiveness of the reorganization will have to be evaluated in the coming years.

3

A major objective of the management of the library is to be more and more involved in the scholarly life of the country. As a first step the **Institute for Hungarian Studies** (this Institute is under the direct supervision of the author) was established in 1985 with the mission to study Hungarian national identity in the 20th century through research on Hungarian emigrants, on Hungarian minority questions in other countries and on a range of issues concerning Hungarians both at home and abroad. In fact the emergence of this type of research activity within the library can be evaluated as the first phase of the development of a new type of research "organization".

In Hungary the reserves for the extensive way of developing the R+D infrastructure have been exhausted and an intensive approach to it is to concentrate the intellectual capacities and their better utilization. This implies among others the diversification of the forms of research organizations and the increase of the independence of task-oriented financing. A research centre which could be able to incorporate and manage effectively the closed cycle of "source handling — research — publishing" would very much fit within this conceptual framework.

The National Széchényi Library seems to be an adequate institution to be the core of a research centre outlined very briefly above. The holdings — related activities — such as its computerized processing and the creation of the related data banks, the introduction of new means of information storage, like the functioning of the Video Cabinet for Oral History form the necessary preconditions for development strategy on the one hand. On the other, the existing research activities, research coordination and publishing could serve as satisfactory conditions for a sound basis for long term development that is for a series of quite significant and sometimes painful but hopefully fruitful changes.

69-UN-1-E

The Economics of Research Libraries : Present State and Future Prospects

Malcolm GETZ, *Associate Provost for Information Services and Technology, Vanderbilt University, Nashville, Tennesse 37203, USA*

ABSTRACT

The future of research libraries will be shaped by the future of the book, by the future of electronic services, and by the future of universities. The essay forecasts an increase in the number of new book titles produced annual, world-wide, from 655,501 in 1985 to 1 million in the year 2000. Research libraries, individually, however, are not expected to grow nearly as fast and so will acquire a declining proportion of the total. Electronic services will expand rapidly because the cost of electronic storage and retrieval will decline. There will be a natural evolution toward more electronic documents. First come those that originate in electronic form or where electronics adds the most value. Significant conversion from print will come slowly. Libraries will find competition from electronic personal libraries and from information services delivered over national electronic data networks. Libraries will likely emphasize a broad core of materials and services and a few very specialized, deep collections.

THE PRESENT STATE OF LIBRARIES

Libraries are shaped by changes in the demand for them and by changes in the technologies available to create their services. For hundreds of years, the demand for libraries has grown as the demand for access to books has grown. Collections of books to be shared among a community have grown in number and size because more people do more reading for more purposes. Although research libraries have a primary interest in scholarly books, scholars are often interested in other published works as raw material for intellectual inquiry. In considering the future of research libraries, we will want to consider the future of book publishing.

The core technologies for a library have been the book, the shelf, and the catalog. Books as mass produced documents, bound durably enough to withstand repeated use, allow libraries to accumulate collections of sufficient size and variety to be useful to many readers. Shelves allow collections to be conveniently browsed and allow significant collections to be maintained at reasonable cost. The modern invention of the catalog allows much larger collections to be useful. In considering the future of the research library, we will want to consider the future of the book, the shelf, and the catalog.

Although casual observers often think of libraries in terms of the size of the collection in stock, librarians know that the most consequential attribute of most libraries is the rate of flow of new books entering the collection. The flow of materials entering the library is important both to readers and to costs. The new materials added are of greatest interest to readers because they haven't been seen before. Most of the people who will ever read a given title do so within a few years of its first publication. For most titles, interest falls rapidly. A few titles gain interest with the patina of age, but most grow dull. The value of most academic libraries then depends critically on the flow of new materials and indeed on the currency of those materials. A library that is quick to acquire, catalog, and shelve its new items is much more valuable than one that is slow.

Journals have become the preferred mode of scholarly

communication in many disciplines because new ideas get into the hands and minds of readers more quickly via that form of the book. Journals and other serials are less dependent on the library's acquisition decision (once a library subscribes to a journal, it tends to keep it) and journals are less dependent on the library's catalog function. New issues reach the shelves without a new cataloging step. The editorial policy of the journal is a substitute for cataloging for most readers. Moreover, published indices follow along without delaying the journal's arrival on the shelf. Journal articles, being shorter, are appealing because they can be more concentrated and of higher quality than is sustained in many books. Serials are often more valued than monographs.

Similarly, the rate of flow of materials into a library is the most important determinant of cost. The cost of choosing, buying, cataloging, and providing shelves for the new materials probably accounts for well over half of the budgets of most libraries. Thus academic libraries are primarily, although not exclusively, agencies for providing access to recent books, most importantly serials.

THE PROSPECT FOR THE BOOK

To contemplate the future of libraries, let's first consider the prospect for the book. The number of new book titles produced in the world has been growing and seems likely to continue to grow. UNESCO has surveyed new title production for quite a number of countries since 1972. These surveys allow us to estimate the number of new titles currently being published and provide a basis for forecasting the number of new titles likely to be published in the year 2000.

The single most important determinant of the number of titles produced in a country in a given year is the level of Gross Domestic Product. As countries have more aggregate income, they produce more titles. This association probably reflects both rising demands for reading with higher income as well as the role of books in support of production itself. Technical advances in printing and publishing are likely to continue to have an effect as well. For a group of 23 countries, we have data for both number of new titles published and Gross Domestic Product for a number of years. These countries produced 387,148 titles in 1985. The 101 countries that have reported data on title production suggest a total world title production of 655,501 in 1985 (with some interpolation for some countries who do not report title production every year).[1] Table I shows the titles produced for the 23 country set and for all reporting countries for several years.

By regressing the number of titles on the Gross Domestic Product for each country in the 23 country set for the years data are available, we estimate the relationship between titles and Gross Domestic Product. The statistical relationships are quite strong for most countries.[2] Next, we assume that Gross Domestic Product in each country grows linearly from 1985 to 2000 as it grew, on average, from 1972 to 1985. Then, we enter the predicted values for Gross Domestic Product in the year 2000 into the equations for title production, and so make a forecast for the titles to be produced in the year 2000. The sum of the forecasts for 2000 for the 23 countries is 633,515 titles as shown in Table 1.

The 23 country set accounted for 59 percent of the world output in 1985. The countries not in the 23 country set produced 268,353 titles in 1985. If they experience no growth in Gross Domestic Product and so produce no growth in titles, we might forecast a total world title production of 901,868 in the year 2000. If the countries not in the 23 country set grow at the same rate and have the same relationships between Gross Domestic Product and title production as the 23 country set, then the 23 country set will probably continue to produce 59 percent of the world title output. In that case, we forecast the world will produce 1,072,638 new titles in the year 2000. If the elimination of economic barriers in 1992 in Europe and Glasnost in the East lead to a faster pace in the growth of Gross World Product, then we might produce a million new titles per year before 2000. War or other disruption to economic progress could slow the rate of growth, or even cause a reversal. The growth of electronic documents, discussed below, might damp the growth of print sometime.

The continued growth of book title production is significant for the future for libraries because the research library will not be an exhaustive repository of the published human record. Research libraries will continue to add to the stocks of their collections, but the rate of addition seems unlikely to accelerate at anything like the rate of increase in the number of publications. In particular, libraries will match the depth of collecting effort in a given subdiscipline with the intensity and sophistication of research likely to be undertaken using the collection. They will also make decisions about the quality of books acquired. Libraries will become more selective in their acquisitions than they are today. Price increases for serials will have the similar effect of forcing libraries to be more selective.

THE PROSPECT FOR ELECTRONIC SERVICES

Even more dramatic than the prospect for the book is the prospect for electronic services. The integrated book management system with electronic catalog and inventory control system is but the first of a series of innovations that is bringing new services to libraries. With this new class of tool, the library is no longer defined by the book[3].

Consider three reasons for investing in electronic services. First, some documents are more valuable in electronic format. When electronically manipulable, documents can be searched more quickly, associations can be made in ways possible only with electronics, complex documents can be constructed, updated, and dispatched quickly to all points. For example, indices to the contents of the article literature are far more effective in electronic format and so worthwhile for libraries even at a higher price than printed indices. Electronics can add value.

Second, electronic services provide a vehicle for coping with the growth in print. By providing on-line bibliographic access to collections of books world-wide, the bibliography a scholar can produce is not limited by the holdings of the local library. Telefacsimile and other electronic transmission can provide rapid delivery, even within the limits of copyrights.

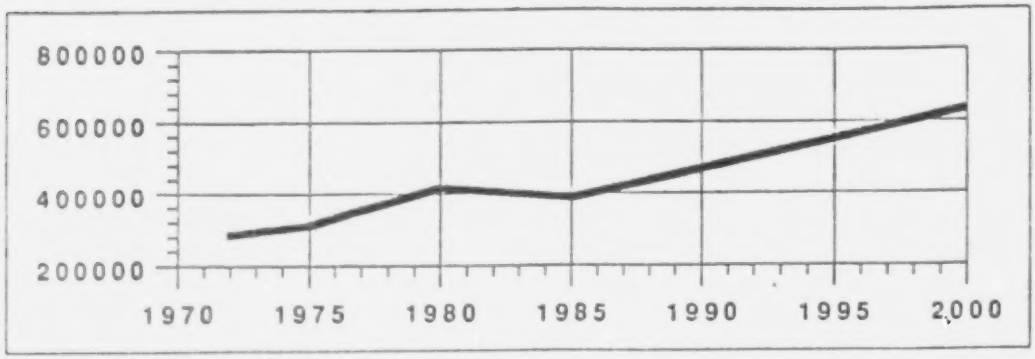
Third, some documents are only available in electronic formats. Some publications of the United States Census are produced only in electronic format. In some technical disciplines, scholars communicate world-wide via electronic means. The documents only exist electronically. Some professors are being promoted solely on the basis of reputations achieved via electronic communications. Some scholars are writing in hypermedia formats, that is, formats that include sound and video, computer algorithms and complex structures that can only exist electronically. As the character of scholarly communication changes, research libraries will want to develop tools that acquire and manage the documents of the new styles of intellectual exchange.

There is a natural progression in the development of electronic services. First are the electronic book management systems. These systems are now common. Second comes a set of electronic documents where the electronic format adds significantly to the value of the service and so libraries will acquire them even at higher cost than printed versions. For example, many reference tools yield better results more quickly when in electronic format. Some libraries are already supporting electronic reference tools with great success. Then, comes materials that are created in electronic format and so are likely to be more easily acquired and stored in electronic format.

As more documents begin their lives electronically, we should expect increased opportunities to acquire and maintain them electronically. Standard mark-up and graphics languages must become the norm before electronic documents created for other purposes will be routinely acquired by libraries. Next may come full-text documents that exist in print but where usefulness will be enhanced by being in electronic format. Where concordances, for example, are to be generated, an electronic full-text file is the best starting point. Some libraries are scanning print documents and using optical character recognition to create useful electronic documents. The last documents to be desired in electronic format are likely to be those that are in print or begin life in print and are designed simply to be read in linear fashion. A novel to be read for its story and character and not be subjected to textual analysis will be most valued in paper. Paper will retain a permanent niche among library formats even as a variety of electronic formats gain importance in the years ahead.

Electronic documents are of significantly growing importance to libraries. The rate of growth is determined by the rate at which the cost of electronic storage and retrieval is declining. As costs fall, whole new categories of information can be economically managed electronically. For example, digital images and digital video are developing rapidly and are relevant to research libraries.

New Book Titles Published Each Year: 23 Countries



	Year	23 country set		World
	1972	286,223		
	1975	312,144		
	1980	417,104		
	1985	387,148		655,501
Forecast	2000	633,515	Extrapolation A:	901,868
	2000	633,515	Extrapolation B:	1,072,638

Notes

Estimates are based on data from the UNESCO Statistical Yearbook and International Financial Statistics.

New book titles produced in each of 23 countries with data available were regressed on Gross Domestic Product for the years 1972 to 1985 (with some interpolation of missing values).

For each country Gross Domestic Product is assumed to grow to the year 2000 at the same rate it grew from 1972 to 1985.

A forecast of titles for the year 2000 is made for each of the 23 countries assuming the relationship between titles and Gross Domestic Product remains constant.

Extrapolation from the 23 country set to the world is shown under two assumptions.

Extrapolation A: Assumes the countries not in the 23 country set have no growth in titles.

Extrapolation B: Assumes that title production in the countries not in the 23 country set grow at the same rate as those in the 23 country set.

Countries in the 23 country set:
Australia, Brazil, Canada, Columbia, Denmark, Egypt, France, W. Germany, Hungary, India, Indonesia, Israel, Italy, Japan, Korea, Mexico, Netherlands, Nigeria, Spain, Switzerland, Thailand, United Kingdom, United States.

THE PROSPECT FOR LIBRARY MANAGEMENT

Library managers face very significant challenges in this rapidly changing environment. To a considerable degree, libraries will be redefined in ways that reflect the new opportunities.

A first challenge is to decide on the size of libraries. Will libraries increase their rate of growth to reflect the increased pace of the publishing of books ? Will libraries add significant electronic services even as they increase the rate of intake of print ?

The size of libraries is defined by the budgets allowed them by their parent institutions and, to a degree, by philanthropic support and the ability to earn revenue from direct sales of services. Parent institutions will consider the value of increased services a library might provide with a larger library budget. The likely value of a larger inflow of materials is limited by the missions of the parent institution and its own budget constraint. The academic institutions may not respond to the increased pace of title production world-wide by increasing their library budgets at anything close to the rate of increase in title production. Instead, research institutions may become more focused on narrower specialties and their libraries will have similarly focused collecting priorities as well.

Each library will sustain a core collection in support of instructional missions and will build research collections of very great depth in a limited number of subspecialties. Libraries will then rely on electronic methods and travel by scholars to provide access to research quality collections in subspecialties not supported locally. The selection of subspecialties will be interdependent with each institution's own academic planning. Each institution will build areas of emphasis in research and graduate education. Library collections will reflect those priorities.

By building great depth in a few specialties, libraries will have the best chance of success in attracting philanthropic support and in selling services directly. Above a certain level, philanthropy is often interested in supporting the first and the best. Similarly, as fees for fulfillments become more common, libraries with reputations for depth in particular areas may garner revenue from fulfillments.

Electronic services will exhibit a similar pattern. A core of services will be found at each institution to support a broad range of instructional programs. Specialized, unique services to serve a few, carefully chosen subdisciplines will come in those limited areas where the institution's research aspirations are highest and where library resources matter the most. The resulting pattern of sizes of libraries will reflect patterns in research and instruction more than trends in publishing.

NEW COMPETITION

With inexpensive electronic storage and as campuses become nodes on high speed, integrated national electronic networks, the library will face competition from two sources. On the one hand, individual scholars can build large personal collections in electronic form. Powerful electronic tools for managing a personal database may allow scholars to own and manage successfully much larger files of documents than they held as personal print libraries.

On the other hand, scholars may access directly over national and international networks the catalogs and electronic files of hundreds of other libraries. Moreover, specialized institutions may provide high quality information services over the national network for a fee. A scholar who must have the latest, best, and most comprehensive information may turn to the best provider on the network rather than the local library.

The local library will then be challenged to provide services that are less expensive or more valuable than those a researcher can sustain personally or can access via the international network. A core of well used materials and services combined with a limited number of highly specialized collections and services stand the best chance of meeting the competition. The core of services can be provided economically because they are widely used on campus and because they are purchased by many libraries. The highly specialized services and collections will be valued because of their uniqueness. The specialized services will perhaps be marketed over the network.

INTERESTING TIMES

The prospect of the research library, then, depends on the ability of the research librarian to make sense of the new opportunities. These are exciting times.

NOTES

1 Note that the title count for some countries includes government documents and dissertations while these are excluded from other countries. In using the published figures to make a forecast, we accept these ambiguities.

2 In estimating a pooled cross section over time, we were able to test that hypothesis that the countries whose dominant language is English produce fewer titles, other things equal. Countries with other languages produce more titles, other things equal, than we were predict that would produce if English were dominant. I would suppose that trade in books is easier for English titles. Where trade is more difficult, more titles are produced locally.

3 *See* Malcolm Getz, "Electronic Services at Vanderbilt's Library," *The Bottom Line*, forthcoming, for a description of electronic services in a research library today.

75-UN-2-F

Le financement des bibliothèques universitaires en France

Christian LUPOVICI, *Directeur de la Bibliothèque de l'Université de technologie de Compiègne France*

INTRODUCTION

Les bibliothèques universitaires françaises héritent d'une histoire qui ne les a pas avantagées. Elles se sont souvent développées en marge de l'université et se sont trouvées, dans certains cas, dans une position difficile, avec peu de crédits, peu de personnels, face aux bibliothèques d'instituts ou de laboratoires, financées sur des crédits de recherche.

C'est pour essayer de résoudre cette dichotomie entre le fonctionnement de la bibliothèque universitaire et les bibliothèques d'instituts et laboratoires, que le Ministère de l'Education Nationale a créé la notion de "Service commun de la documentation" au sein des universités.

Cependant, en parlant du financement des bibliothèques universitaires, je ne parlerai que de la partie du service commun de la documentation qui est directement héritier des anciennes bibliothèques universitaires.

1. LES BIBLIOTHEQUES UNIVERSITAIRES EN FRANCE

Il existe juridiquement 63 établissements administratifs (*administrative units*) que l'on appelle les bibliothèques universitaires ou interuniversitaires auxquelles on adjoint souvent par assimilation 6 bibliothèques de "grands établissements scientifiques".

Ces 63 "bibliothèques" représentent des établissements très hétérogènes qui vont de la petite bibliothèque d'une petite université jusqu'à des bibliothèques interuniversitaires représentant le service commun de plusieurs universités souvent parmi les plus grosses, en particulier à Paris.

Cependant, la plupart de ces bibliothèques ont un certain nombre de facteurs en commun :

- la structure en sections par discipline (en général Lettres, Droit, Sciences, Médecine et, quelquefois, Pharmacie). Les grandes bibliothèques interuniversitaires parisiennes sont monodisciplinaires, c'est également le cas de la Bibliothèque de l'UTC à Compiègne, mais ce sont des exceptions dans l'organisation générale des bibliothèques universitaires en France.

Si l'on compte le nombre de sections (*static service points*) de bibliothèques qui, elles, ont des tailles moins disparates (sauf à Paris) et qui sont assimilables chacune à une unité fonctionnelle qui est identifiable géographiquement et qui dessert un public homogène, on peut décrire le réseau des bibliothèques universitaires françaises comme un réseau de 186 bibliothèques universitaires que l'on peut comparer aux 159 bibliothèques d'université en Allemagne fédérale et aux 182 de Grande-Bretagne.

- toutes ces bibliothèques dépendent d'une même administration de tutelle, la Sous-Direction des Bibliothèques, héritière depuis mai 1989, de la Direction des Bibliothèques, des Musées et de l'Information Scientifique et Technique (DBMIST), qui est un élément du Ministère de l'Education Nationale dont dépen-

dent également les universités. Ceci est très important, car il faut bien voir que l'administration centrale a un double pouvoir vis-à-vis des bibliothèques, l'un, direct, à travers la tutelle administrative et financière de la Sous-direction des bibliothèques et l'autre, indirecte, par les autres Directions qui ont la tutelle, chacune dans son domaine, des universités.

2. LA STRUCTURE DE FINANCEMENT DES BIBLIOTHEQUES UNIVERSITAIRES

L'Etat a un pouvoir très important sur les universités et sur les bibliothèques. Ce pouvoir s'exerce par l'intermédiaire de la réglementation administrative, mais également par le financement.

Le financement présente plusieurs aspects :

— le financement indirect ;
— le financement direct.

2.1 Le financement indirect

Bien qu'important, le financement indirect n'est pas perçu par les bibliothécaires comme faisant partie des budgets de bibliothèques. Il s'agit essentiellement, d'une part, des coûts liés à la construction et à l'entretien des bâtiments qui sont pris en charge par le budget de l'université dont dépend la bibliothèque et, d'autre part, des coûts de personnels, sauf cas d'exception.

2.1.1 L'attribution du personnel

Le personnel des bibliothèques est, en France, un personnel fonctionnaire, c'est-à-dire que c'est l'Etat qui attribue les postes et qui paye les personnes. Il faut toujours s'en souvenir lorsque l'on parle de budget, car les bibliothécaires français ne comptent jamais les salaires des personnels dans le budget de la bibliothèque.

La masse budgétaire consacrée au personnel est pourtant importante même si le nombre des personnels qualifiés n'est pas à la hauteur du travail à effectuer. Une étude de la Communauté Européenne (DG XIII) permet de comparer les effectifs des bibliothécaires ayant une qualification professionnelle (*library staff*) dans les 12 pays.

La France arrive au troisième rang, loin derrière la Grande-Bretagne et l'Allemagne.

L'attribution des personnels s'est effectuée jusqu'à présent sans critère défini ou avouable, à l'influence "politique" de la bibliothèque ou de son directeur. Il est vrai que depuis plus de 5 ans il n'y a pas eu de création de postes, mais de nombreuses suppressions et que, pratiquement, il n'y a pas eu de redéploiement des postes vers les fonctions et les bibliothèques qui en avaient le plus besoin. Le seul critère de suppression a été la vacance du poste par mutation ou départ à la retraite. Il n'y a donc pas eu de politique du personnel bien que la DBMIST ait essayé de calculer des taux d'encadrement par catégorie de personnel. Mais en période de pénurie, l'Administration centrale s'est contentée d'essayer d'éviter les disparités les plus énormes.

Pour suppléer le manque de personnels fonctionnaires, la plupart des bibliothèques a recours à du personnel temporaire, dans les limites de ce qui est autorisé par la législation française et qui est très contraignante.

2.2 La dotation globale de fonctionnement

Lorsque les bibliothécaires français parlent de leur budget, ils parlent essentiellement de "la dotation globale de fonctionnement" que leur attribue le Ministère de l'Education Nationale et qui transite par l'université de rattachement de la bibliothèque.

Ce budget ne comprend pas les dépenses d'infrastructure (entretien des bâtiments, ménage, éclairage et chauffage) qui sont à la charge de l'université, ni les salaires des personnels fonctionnaires.

Par contre ce budget comprend :

- des crédits permettant le recrutement d'étudiants moniteurs,
- les crédits d'achats documentaires avec une partie individualisée pour la fonction CADIST,
- la subvention pour l'aide au prêt interbibliothèques,
- l'aide à la conservation du patrimoine,
- des crédits destinés à soutenir l'implantation des nouvelles technologies,
- des crédits de renouvellement de matériel,
- des crédits destinés à l'appui de programmes spécifiques faisant l'objet de contrats.

Le budget global dont bénéficient les bibliothèques universitaires est beaucoup plus faible que ce dont bénéficient les bibliothèques des pays européens comparables comme la République Fédérale d'Allemagne (même nombre d'étudiants) ou la Grande-Bretagne (même nombre de bibliothèques) et son évolution est lente même si l'on tient compte des mesures exceptionnelles qui ont été prises en 1988 et reconduites en 1989. Ce budget est passé de 94,2 millions de francs en 1988 à 146 millions de francs en 1989, soit presque 55 % d'augmentation.

Sur ce budget, des crédits sont attribués aux bibliothèques sur des critères définis par l'Administration, d'autres sont donnés sur contrat avec les bibliothèques en fonction de programmes définis en commun dans le cadre de la politique du Ministère, d'autres crédits enfin, sont réservés à financer des opérations d'intérêt national.

2.2.1 La répartition des crédits sur critères

Les crédits documentaires et les crédits de renouvellement de matériel sont attribués par le Ministère de l'Education Nationale selon des critères dits "normés" qui ont fait l'objet, depuis quelques années, d'ajustements pour que leur mise au point soit plus objective tout en évitant de changer profondément les dotations budgétaires antérieures. Cette politique tend vers une répartition plus "intelligente" des crédits de l'Etat, mais en s'arrêtant à un certain niveau d'analyse, ce qui empêche les critères de répartition d'être complètement non contestables et totalement adaptés à la politique du Ministère. De plus, certains établissements ont toujours été mis hors critères car ceux-ci ne pouvaient leur être appliqués ; ce sont les bibliothèques interuniversitaires parisiennes et les "grands établissements d'enseignement et de recherche". En effet, pour eux, la notion de lecteurs institutionnels est insaisissable ou fait double emploi avec la bibliothèque de chacune des universités. Leur poids "politique" fait qu'elles ont toujours été plutôt favorisées par rapport aux bibliothèques sur critères.

2.2.1.1 La répartition des crédits documentaires sur critères

Après avoir longtemps distribué les crédits de fonctionnement selon le nombre de mètres carrés et le nombre d'étudiants desservis, l'administration centrale a affiné les critères d'attribution (en 1985) de la dotation globale de fonctionnement. Malgré les critiques que l'on peut faire à ces critères qui, pour satisfaire le plus grand nombre, ne prennent pas du tout en compte de critère dynamique, c'est un début d'adaptation des critères de distribution des crédits en fonction d'une meilleure prise en compte des réalités locales.

La somme des crédits ainsi distribués est la part essentielle de la dotation globale de fonctionnement, et bien qu'elle soit relativement faible par rapport aux autres pays européens, elle a été fortement réévaluée entre 1988 et 1989 en passant de 64,9 millions de francs à 96,1 millions de francs, soit une augmentation spectaculaire de 47,9 %. Ces crédits représentent la totalité du financement direct de l'Etat pour l'achat de documentation pour l'ensemble des bibliothèques. Pour être complet en matière de ressources documentaires données par l'Etat, il faut ajouter les 12,7 millions de francs distribués aux CADIST (Centre d'Acquisition et de Diffusion de l'Information Scientifique et Technique) et les crédits redistribués par le CNL (Centre National des Lettres).

La répartition des crédits documentaires prend en compte 3 critères qui sont pondérés :

- le nombre de lecteurs ; en fait le nombre d'étudiants et d'enseignants-chercheurs inscrits à l'université ;
- le nombre d'unités fonctionnelles (le nombre d'implantations géographiques différentes) corrigé par un troisième critère :
- la discipline concernée pour tenir compte des coûts différents de la documentation selon les disciplines. Pour mieux suivre et apprécier le coût de la documentation, la DBMIST a créé en 1988 des observatoires du coût de la documentation. Les bibliothèques qui ont la charge de cette fonction fournissent périodiquement des chiffres à partir du dépouillement des outils de contrôle qu'elles se sont constitués.

Les taux retenus en 1989 ont été les suivants :

000037,50 francs : par lecteur inscrit
060000,00 francs : par unité fonctionnelle en Lettres et Droit
180000,00 francs : par unité fonctionnelle en Médecine
240000,00 francs : par unité fonctionnelle en Pharmacie
300000,00 francs : par unité fonctionnelle en Sciences

Pour prendre un exemple, la Bibliothèque de l'Université de Technologie de Compiègne touche une subvention qui se décompose comme suit :

Lecteurs inscrits : 1965 x 37,50 francs = 73688,00

unité fonctionnelle Lettres : 0,5 x 60000,00 francs = 30000,00

unité fonctionnelle Médecine : 0,5 x 180000,00 francs = 90000,00

unité fonctionnelle Sciences : 2,5 x 300000,00 francs = 750000,00

2.2.1.2 La répartition des crédits de renouvellement de matériel sur critères

En 1989, 10 millions de francs de crédits spécifiques sont distribués aux bibliothèques universitaires au titre des renouvellements de matériel. Sur cette somme, l'Administration centrale a réservé 2 MF pour continuer d'équiper les bibliothèques de configurations CD-ROM et se réserve 1,1 MF pour le premier équipement de surfaces nouvelles.

Ce sont donc 6,9 millions de francs qui sont distribués aux bibliothèques selon les critères suivants :

- critère de surfaces : 3,50 francs par m22
- critère nombre d'étudiants : 3,30 francs par étudiant (12e2r et 22e cycles)
- critère implantations : 1650,00 francs par unité fonctionnelle

Ces critères sont curieux, car ils ne semblent pas correspondre à une volonté politique claire. Dans la majorité des cas, c'est le critère du nombre d'étudiants qui est le facteur dominant, mais, les situations étant très variées, on trouve tous les cas, depuis les plus étranges comme celui de la bibliothèque de l'UTC à Compiègne où :

- le critère surfaces donne 9979,00 francs,
- le critère étudiants donne 6098,00 francs,
- le critère implantations donne 23925,00 francs.

Dans ce cas, c'est le nombre des unités fonctionnelles qui est déterminant pour la subvention. Le critère de nombre d'étudiants est celui qui rapporte le moins de subvention.

Le cas le plus typique est sans doute celui de la Bibliothèque interuniversitaire de Toulouse, qui reçoit :

- sur le critère des surfaces : 101878,00 francs
- sur le critère d'étudiants : 155922,00 francs
- sur le critère implantations : 24750,00 francs

Dans ce cas, c'est bien le nombre des étudiants qui est déterminant pour la subvention et le critère des implantations qui est négligeable.

2.2.2 La répartition des crédits par action

Le Ministère augmente, depuis plusieurs années la part des crédits qu'il consacre à des opérations bien définies et qui lui servent à promouvoir une politique volontaire.

2.2.2.1 La dotation des CADIST

Les CADIST sont des fonctions nationales d'acquisition et de diffusion de l'information, confiées à des établissements, dans une discipline donnée. Cette responsabilité consiste essentiellement à acquérir des documents supplémentaires pour assurer une couverture documentaire plus "exhaustive" de la discipline au niveau national. Pour cette fonction, les bibliothèques qui en ont la charge, reçoivent un financement supplémentaire particulier. La masse budgétaire ainsi distribuée à 15 CADIST est de 12,7 millions de francs. Elle est restée stable pendant les 3 dernières années. Mais si en 1987 elle représentait 17,3 % du budget attribué aux bibliothèques universitaires, elle n'en représente plus que 9,5 % en 1989.

2.2.2.2 Le financement des catalogues collectifs

Pour faire fonctionner le réseau du Catalogue Collectif National des publications en série (CCN), le Ministère de l'Education Nationale investit environ 700 000 francs par an. Ceci comprend l'indemnisation des bibliothèques qui supportent un Centre régional ainsi que l'indemnisation des bibliothèques qui mettent à jour leurs états de collections dans le système et qui paient leur activité sur le serveur. Le système de calcul de l'indemnisation est assez sophistiqué et fonctionne très bien.

Il faudrait aussi tenir compte des crédits de fonctionnement et d'équipement que l'Administration centrale dépense pour le Centre national (composé de 8 personnes) qui fait fonctionner le réseau et met à jour la banque de données. De plus, c'est l'Administration centrale qui prend totalement en charge le développement du logiciel, son évolution, sa maintenance comme son administration. Le Ministère de l'Education Nationale a mis en chantier un catalogue collectif des monographies (le Pancatalogue) qui est financé sur les mêmes bases : les bibliothèques paieront leurs services et le Ministère les indemnisera dans la mesure de leur participation, par un forfait à la notice bibliographique localisée dans le catalogue collectif. Pour cela, il a été réservé 2,5 millions de francs.

2.2.2.3 Le financement du système de prêt interbibliothèques

Le prêt interbibliothèques est fondé sur un système national informatisé, le PEB, proche de celui qui est mis en œuvre par OCLC. L'Administration Centrale, comme pour les catalogues collectifs supporte les coûts de développement, de maintenance et d'administration du système central.

En dehors de cela, 4,5 millions de francs sont distribués directement aux bibliothèques en indemnisation de leur activité d'emprunteuses. En effet, si le prêt physique des livres est encore gratuit (aux frais d'expédition près), mais ceci est une activité marginale en France (20 %), l'essentiel de ce que l'on appelle prêt interbibliothèques est en fait de la fourniture de documents (essentiellement des photocopies d'articles de périodiques) pour lequel des tarifs ont été établis par le Ministère de l'Education Nationale en accord avec le Ministère de la Recherche et celui de la Santé. Ces tarifs tiennent compte du coût du processus, même si tous les coûts ne sont pas pris en compte (en particulier le coût de l'achat et du stockage des documents).

Pour, d'une part inciter les bibliothèques à partager leurs ressources, et, d'autre part éviter que les plus pauvres ne soient encore défavorisés, puisque les prêteurs sont payés pour leur service, le Ministère de l'Education nationale indemnise une part du coût des documents reçus. Ainsi les bibliothèques ont-elles la possibilité de ne pas répercuter la totalité du coût des commandes de documents sur leurs usagers.

2.2.2.4 L'opération ticket modérateur pour l'interrogation des banques de données

Pour favoriser l'interrogation des banques de données sur des serveurs Français, la DBMIST a, depuis plusieurs années, institué un système de réduction du coût des interrogations pour les usagers, étudiants et enseignants. La différence entre le coût payé par l'utilisateur et celui réellement payé par la bibliothèque est comblée par l'Administration centrale qui verse aux bibliothèques cette différence.

2.2.3 L'attribution de matériels

Pour le Ministère de l'Education Nationale, une des manières privilégiées de faire passer sa politique d'introduction des nouvelles technologies, a été de donner aux bibliothèques universitaires le matériel qu'il souhaitait leur voir acquérir.

C'est ainsi que l'Etat a distribué de nombreux micro-ordinateurs aussi bien pour l'accès public que pour les besoins de gestion interne des bibliothèques, des lecteurs de microfiches pour aider à la diffusion des thèses en microfiches. Toutes les

CREDITS DE FONCTIONNEMENTS ALLOUES AUX BIBLIOTHEQUES UNIVERSITAIRES ET CADIST

en millions de francs

	1986	1987	1988	1989
CADIST	9,5	12,5	12,7	12,7
BU	72,1	72,2	81,5	133,3

bibliothèques ont été équipées de terminaux avec modem et imprimante pour généraliser l'interrogation des banques de données et l'utilisation des outils informatiques collectifs tels que les catalogues collectifs et le prêt interbibliothèques en ligne. En 1988 ont été réparties dans les bibliothèques universitaires des configurations de micro-ordinateurs avec lecteur de CD-ROM pour mettre en accès public l'interrogation du CCN sur CD-ROM. Le programme d'implantation systématique de stations CD-ROM doit continuer et en 1989, 2 millions de francs y seront consacrés.

D'autre actions sont programmées par le Ministère de l'Education Nationale en faveur des bibliothèques universitaires et des fonds dont elles ont la charge. Sans vouloir être exhaustif, il faut mentionner quand même des financements pour le développement de la documentation de 1er cycle universitaire, de défense du patrimoine, de signalement des fonds anciens, des contrats de développement de la documentation recherche et de la modernisation des bibliothèques.

Tous ces financements particuliers dispersent d'autant plus les crédits de l'Etat que la somme globale est très insuffisante. C'est pourquoi les bibliothèques se mettent à chercher des financements diversifiés et plus près de leurs moyens d'action, auprès des instances politiques et économiques locales et régionales.

3 LA DIVERSIFICATION DES SOURCES DE REVENU DES BIBLIOTHEQUES

Les Bibliothèques universitaires françaises ont eu du mal à assimiler une logique économique que rien ne les préparait à affronter, tout comme le milieu universitaire où elles vivent. Il n'est pas surprenant que ce soit la BUTC, Bibliothèque de l'Université de Technologie de Compiègne, créée en 1974 pour être une expérience pilote en matière d'intégration dans le milieu industriel, qui a été la première à diversifier ses ressources au point que la subvention de fonctionnement allouée par le Ministère a représenté il y a quelques années, moins de 9 % de son budget. Ce n'est plus le cas maintenant, bien que, contrairement aux bibliothèques classiques dont les subventions du Ministère représentent 80 % de leur budget, la part des subventions du Ministère ne représente en 1988 que 11,33 % pour le fonctionnement et 8,24 % en équipement, soit moins de 20 % du budget de la Bibliothèque de l'UTC, un rapport qui est donc inversé.

La plupart des bibliothèques universitaires françaises aspirent à une telle relativisation des crédits provenant de l'Administration centrale qui leur permettrait d'augmenter leurs ressources mais aussi d'être plus libre vis-à-vis de l'autorité de tutelle. Mais de quelles autres ressources disposer ?

3.1 Les ressources affectées

L'étude de la structure des ressources budgétaires de la BUTC, montre que si la diversification des sources de crédit est possible, pour une bibliothèque scientifique (mais aussi pour une bibliothèque de médecine ou de sciences humaines), la marge de liberté quant à l'emploi de ces crédits, est très faible. En effet, la plupart des ressources sont "affectées" dans le cadre de contrats dont l'objet est précis. Rares sont les contrats qui permettent de gagner réellement de l'argent qui pourra être réinvesti ensuite librement.

3.1.1 La subvention du Centre National des Lettres (CNL)

Les problèmes posés par la reprographie vis-à-vis des droits d'auteurs ont entraîné l'Etat à percevoir une taxe sur les photocopieurs. Le produit de cette taxe est réinjecté dans le circuit de l'édition sous forme d'une subvention aux bibliothèques pour des achats de documents.

3.1.2. Les contrats de Plan Etat-Région

Les contrats de Plan entre l'Etat et la Région ont commencé lors du IXe plan (1984-1988). L'objet de ces contrats est d'établir un cofinancement à parité (50 % / 50 %) entre l'Etat et la Région pour des programmes jugés prioritaires par les 2 parties. Certaines bibliothèques universitaires ont bénéficié de ce type de contrat dès le IXe Plan.

Pour prendre l'exemple de la BUTC, le contrat avait prévu 2 thèmes dont le financement a été réalisé comme suit :

Programme : Acquisitions documentaires :
Région : 125 000,00 francs par an, sur 5 ans
Etat : 125 000,00 francs par an, sur 5 ans
Programme : Accès à l'information :
Région : 250 000,00 francs par an, sur 5 ans
Etat : 250 000,00 francs par an, sur 5 ans

Dans le budget de 1988, la part de la Région représentait 12,29 %, soit 24,58 % du budget de la BUTC pour le contrat de Plan. Pour la durée du IXe Plan, ce sont donc 3,75 millions de francs qui ont été (théoriquement) donnés à la BUTC pour réaliser ce programme qui a fait l'objet de rapports. Outre l'intérêt financier que ce contrat de plan a représenté, il a également obligé la bibliothèque à raisonner en tant que partie contractante qui doit justifier ses dépenses et donc ses actions. C'était la première fois que la bibliothèque était confrontée à ce type de rapport avec l'administration et ce fut très formateur.

3.1.3 Les contrats avec des ministères

Les Ministères ont souvent besoin de sous-traiter la mise en œuvre de leurs programmes d'action. Elles s'adressent pour cela au secteur privé aussi bien qu'au secteur public. Dans le domaine de la bibliothéconomie, de la gestion de la documentation et des nouvelles technologies, la BUTC a su attirer des compétences et osé se lancer dans le conseil (*consultancy*). C'est pourquoi une part importante du budget de la BUTC (13,86 %) est financé par ce type d'activité.

Je citerai en exemple un contrat avec le Ministère de l'Education Nationale pour la traduction en français, l'édition et la diffusion des manuels techniques de l'OCLC, ou bien un contrat de coopération avec l'Algérie pour la modernisation des bibliothèques universitaires algériennes financé par le Ministère des Affaires étrangères, etc.

3.1.4 Les financements des administrations locales

Les administrations locales financent plus facilement les bibliothèques qui dépendent de leur juridiction, les "bibliothèques publiques". Cependant les bibliothèques universitaires peuvent aussi bénéficier de leur soutien financier si les actions menées par la bibliothèque s'intègrent dans la politique locale ou régionale. C'est ainsi que certaines expositions organisées par la BUTC ont pu être financées par les administrations locales. De même, le Conseil Général du Département de l'Oise a fondé en 1987, avec le concours de l'Université de Compiègne, un Prix, le "Prix Roberval", pour récompenser des auteurs d'ouvrages de technologie en langue française et c'est la bibliothèque qui, assurant le secrétariat permanent de ce Prix, gérait, jusqu'à cette année, le budget de ce Prix.

3.2 Les ressources non affectées

Les ressources non affectées sont celles qui permettent à la bibliothèque de réaliser sa propre politique en dehors des contraintes comptables qui sont très nombreuses dans la comptabilité française. Elles proviennent de sources régulières, comme les droits universitaires, mais aussi des revenus que procure le paiement des services qu'effectue la bibliothèque.

3.2.1 Les droits universitaires

Sur le montant des droits d'inscription que versent les étudiants (quelques centaines de francs), un pourcentage est prélevé pour alimenter le budget de la bibliothèque au titre de l'infrastructure commune de la documentation. Là encore, on voit de quel poids le nombre d'étudiants inscrits pèse sur l'apport financier aux bibliothèques universitaires. Cependant, comme le montant de ces droits est limité par le gouvernement, leur apport au budget des bibliothèques est lui aussi limité. De ce point de vue, l'UTC qui est en fait une importante école d'ingénieurs (avec moins de 3 000 étudiants), est relativement défavorisée.

En toute logique, cet argent devrait servir à acheter du matériel ou des documents directement liés à l'enseignement, mais en fait cette recette n'est pas affectée à un objet précis et elle sert le plus souvent à financer l'administration de la bibliothèque.

3.2.2 Le financement de l'université

Contrairement à ce que l'on pourrait logiquement attendre, les universités donnent rarement une subvention un peu importante à leur bibliothèque, et quelquefois ne versent rien. Cette situation peut s'expliquer historiquement de la même façon que se sont créés des pôles documentaires concurrents à l'intérieur même des universités.

Sur ce plan, Compiègne est encore une sorte d'exception puisque seule instance habilitée par l'université à acheter des documents, elle reçoit de cette même université une subvention annuelle qui représentait en 1988, 16,92 % du budget de la bibliothèque.

3.2.3 Les ressources propres

Les ressources propres sont les ressources générées par les services que la bibliothèque fait payer à ses utilisateurs. Ces ressources sont variables, non seulement en fonction du nombre des services et des clients qui les utilisent, mais aussi du niveau des tarifs et ces paramètres influent les uns sur les autres.

Les bibliothèques en France, comme dans les autres pays d'Europe, ont longtemps considéré que leur mission était exclusivement culturelle et nié l'aspect économique de l'information. En conséquence, la notion de service public s'est longtemps confondue avec la notion de gratuité. Le droit d'accès à l'information pour tous semblait conforter cette attitude pour toujours.

C'est la crise économique qui, ayant frappé très durement les bibliothèques, a obligé les bibliothécaires à changer petit à petit leur discours. Sans nier l'aspect culturel, mais qui n'est qu'une facette de l'économique, les bibliothèques universitaires françaises entrent depuis deux ou trois ans dans une logique commerciale.

La première entorse à la gratuité du service s'est opérée avec la photocopie payante, mais les tarifs étaient encore modestes. Il n'empêche que c'est une source de revenus souvent plus importante qu'on ne le croit. C'est la répercution du coût de l'interrogation des banques de données en ligne qui a entraîné cette évolution de façon irréversible.

Actuellement pratiquement aucun service n'est facturé à son coût réel ; la plupart du temps les coûts de personnels et d'amortissement des matériels et des locaux ne sont pas compris dans les tarifs. Seuls sont comptés les coûts directs. Mais une nette évolution s'opère pour que les bibliothèques comptent systématiquement tous les coûts directs, au moins. L'Administration elle-même pousse les bibliothèques à opérer de la sorte et a donné l'exemple avec la tarification du prêt interbibliothèques.

Au niveau d'une bibliothèque comme la BUTC, la masse de ces ressources représente 21,38 % dont une bonne partie provient de prestations effectuées à l'extérieur de l'université, auprès des industries régionales.

La liste des produits proposée par la BUTC comporte des aspects relativement traditionnels comme l'interrogation des banques de données, les revues de sommaires, et d'autres, moins habituels, comme de l'édition pour le compte des enseignants-chercheurs de l'université ou de clients extérieurs, des revues de presse sur profil, des analyses de documents à la suite de recherches documentaires, des traductions et du conseil en organisation de centres de documentation.

La tradition de qualité du service rendu a permis à ces secteurs de vivre, mais la rentabilité est encore loin d'être atteinte car la hausse des tarifs est limitée par la concurrence et l'idée encore très largement admise parmi les universitaires, que l'information ne coûte pas cher, ce qui est bien tout le contraire.

4 LA POLITIQUE DE CONTRACTUALISATION DES ETABLISSEMENTS D'ENSEIGNEMENT SUPERIEUR

Depuis 1987, le Ministère de l'Education Nationale a entrepris une réorientation de sa politique de financement des bibliothèques. Alors même que la DBMIST affinait ses critères normés, elle mettait en place, d'abord de façon discrète, une politique de financement sur contrat. L'intérêt de cette procédure est de pouvoir financer des actions sur plusieurs années, en fonction des objectifs et des résultats que se fixent les bibliothèques, plutôt que selon les charges qui sont supposées peser, annuellement, sur les bibliothèques.

Dans le budget de 1989, plusieurs financements sur contrats sont prévus :

- le financement des contrats quadriennaux de la recherche (2,5 millions de francs) ;
- les contrats de modernisation (3 millions de francs) qui permettent à des bibliothèques d'effectuer des restructurations de leurs locaux.

Par ailleurs, la formation continue qui, jusqu'à présent, était organisée et proposée par le Ministère, fera désormais l'objet de contrats sur des programmes locaux. Un appel d'offre a été lancé en ce sens au début de 1989.

On peut également considérer que la subvention du catalogage sur la base du nombre de données bibliographiques introduites dans le catalogue collectif, va dans le même sens, c'est-à-dire dans le sens d'une plus grande responsabilisation des bibliothécaires face aux contraintes économiques.

Mais, ce qui est tout à fait important, c'est la brusque accélération que vient de donner le Ministre de l'Education Nationale à cette conception de la contractualisation.

Dans sa lettre circulaire du 24 mars 1989, le Ministre de l'Education Nationale définit la politique contractuelle qu'il veut mettre très rapidement en place. Dès cette année, des négociations vont s'engager avec les universités des régions pilotes. La Picardie figure parmi celles-ci, l'UTC fera donc partie du premier groupe d'universités financées sous contrat.

Le financement de ces contrats possède des caractéristiques intéressantes :

- il est global. L'université pourra répartir et utiliser les sommes allouées en toute liberté, sous réserve d'honorer le contrat défini au départ ;
- il est pluriannuel. L'université pourra compter sur un financement qui ne se limite pas à l'année financière bien trop courte pour certaines opérations ;
- il oblige l'université à définir un programme et à le réaliser selon le calendrier qu'elle s'est elle-même imposé.

Bien sûr, les actions que peut mener la bibliothèque, et c'est particulièrement vrai à Compiègne, s'inscrivent très bien dans le cadre des actions proposées par le Ministre aux universités. Néanmoins, le Ministre a pris la précaution d'écrire une rubrique spécifique pour les bibliothèques, services communs de la documentation. On peut sans doute regretter que cette rubrique intitulée "la politique documentaire" soit placée dans le chapitre "Amélioration des conditions d'enseignement", ce qui est significatif de la vision étroite qu'a le Ministère du rôle des bibliothèques universitaires. Même si le mot recherche apparaît dans le texte, il est clair que pour le Ministre comme pour la très grande majorité des enseignants, les bibliothèques ne sont et ne doivent être autre chose que des salles de lecture bien pleines (de documents et de lecteurs).

Cette appréciation n'est pas gratuite, car il est clair que le nouveau mode de financement tentera encore, comme les critères normés, de favoriser l'enseignement au détriment de la recherche qui, il est vrai a des moyens autres de financement.

En ce qui concerne strictement les bibliothèques, la lettre du Ministre insiste sur les thèmes suivants :

- la mise en place d'une politique d'acquisition,
- l'amélioration des services au public avec plus de libre accès aux documents et des horaires d'ouverture plus larges,
- l'introduction des nouvelles technologies localement et la participation aux outils collectifs informatisés.

CONCLUSION

Les bibliothèques universitaires françaises ont subi plus gravement que d'autres éléments du secteur public, les conséquences de la crise économique avec des suppressions de personnels et des réductions budgétaires impressionnantes. La situation était tellement alarmante, qu'en 1988, le Ministre de l'Education Nationale a commandé un rapport sur la situation des bibliothèques universitaires. Les conclusions de ce rapport, dit "Rapport Miquel", ont eu, pour première conséquence, l'attribution de 50 millions de francs de mesures d'urgence en 1988 et la reconduction de cette augmentation dans le budget 1989. On peut espérer encore mieux, car comparé à la Grande-Bretagne ou à l'Allemagne, le pouvoir d'achat des bibliothèques universitaires est encore ridiculement faible.

La modernisation des matériels et des pratiques bibliothéconomiques par contre s'effectue rapidement. Un véritable changement collectif de mentalité est en train de s'effectuer avec des incidences sur le travail bien sûr, mais aussi sur la formation.

Mais il ne suffit pas d'avoir réussi à être intellectuellement à niveau, il faut maintenant que les moyens financiers permettent d'agir.

80-PAR-3-E

Experiences of bilateral co-operation between the parliamentary libraries of Poland and Hungary

Andrzej GWIZDZ, *Director, Biblioteka Sejmowa, Poland*
Katalin BALAZS-VEREDY, *Director, Országgyülesi Konyvtár, Hungary*

ABSTRACT

1. *There are several areas of co-operation between parliamentary libraries : general (at IFLA), regional, and bilateral. Some goals in that co-operation are common for all its types (exchange of experiences, exchange of parliamentary documents, assistance in completion of library collections) ; bilateral co-operation developments, closer unity of principles and methods in library work, closer interests and readers' needs.*

2. *The bilateral co-operation between the Library of the Hungarian Parliament and the Sejm Library of the Polish People's Republic has its origins in common historical traditions of both nations, similarities in constitutional positions of the two parliaments, as well as in current need in both countries for information (legislative, parliamentary) of similar nature.*

3. *The formal basis for the co-operation is an agreement signed in Budapest on 11 December 1987 between the two libraries, confirmed for each library by the appropriate supreme authorities which ensure financial resources for the realization of particular resolutions of the agreement.*

4. *The co-operation, based on the above agreement and introduced gradually into practice, involves in particular : a) the exchange of parliamentary as well as other official publications, purchase of books and subscription of periodicals by each library for the other, and the exchange of redundant library materials ; b) permanent mutual provision of information on the content of new basic legislative acts in each of the countries as well as on the most important aspects of parliamentary activity ; "on the spot" provision of urgently needed parliamentary and legislative information ; c) exchange of study trips for the staff of both libraries.*

5. *The significance of the co-operation results from previous experiences for : a) broadening and deepening knowledge on the work of both parliaments ; b) better satisfaction of reading needs of deputies of both countries ; c) improvement of the professional standard in the functioning of both parliaments.*

6. *The bilateral co-operation of parliamentary libraries in Hungary and Poland has clear perspectives of development. In both countries a search for new ways of development has been taken up, political and economic reforms have been started, new legislative developments are being sought. This situation will obviously intensify the need in both parliaments for legal and comparative information, for data on legislation, on economic decisions etc. from other countries. Parliamentary libraries will have great role to play in this respect.*

1.

Parliamentary libraries may achieve co-operation on a general, regional, or bilateral basis. As to the first type of co-operation, it is effected especially within the context of the Section of Parliamentary Libraries of IFLA. Examples of regional co-operation have also been examined and the matter was discussed at the post-IFLA Conference in Canberra in 1988.

The authors of this present study have decided to present to the members of the IFLA Section of Parliamentary Libraries, consideration of the purpose, range, and methodology of bilateral co-operation between parliamentary libraries. When approaching this problem, we took our own experience, based on our terms of reference and gained through co-operation between the Library of the National Assembly of the Hungarian People's Republic and the Library of the Diet of the Polish People's Republic.

Some of the aims and forms of co-operation between libraries are common to all three levels mentioned above, and they include, in particular, the exchange of experiences in collecting library materials having importance for Members, the presentation of publications to assure their availability, the professional training of personnel, the international exchange of parliamentary documents and other papers, and mutual aid in the completion of collections. As a matter of fact, actual cultural ties between the respective countries, the similarities in library procedures, or in the needs and interests of established or potential readers, contribute to the efficiency of the proposed co-operation.

2.

The bilateral co-operation between the parliamentary libraries of Hungary and Poland rests, first of all, on the common traditions of both nations. Although a significant language barrier exists, both nations have beyond doubt, a feeling of proximity. Today, this is even more so because of the similarities of their systems of government. Accordingly, political affinity alligns with a similarity with regard to the constitutional standing of both parliaments. Thus, both the Hungarian and the Polish constitutions declare Parliament to be the highest authority in the State, uniting in its hands full power over matters of national importance, and functioning as an efficient method of controlling the government. Recent efforts in both countries, aimed at strengthening the rule of law, contribute to realising this role. As a practical consequence, both parliaments require similar, and far-reaching information especially in the field of legislation.

3.

Bilateral contacts between the Polish and Hungarian parliamentary libraries have been gradually developing over the years. Within this context, it was decided in the mid-1980's to establish this co-operation in concrete forms. Before turning to the formal agreement that was adopted, it seems appropriate to give short surveys of the history, structure, and functioning of the two libraries concerned.

Set up with the re-establishment of Polish independence in 1919 as a result of World War I, the first phase of the Library of the Polish Parliament covered the period from 1919 to 1939, i.e. until the outbreak of World War II initiated by the German attack on Poland. During the subsequent years of hostilities and foreign rule, the whole collection of the library was transported from Poland by the German occupiers, and it was lost entirely. The library resumed its activity in the completely destroyed Warsaw in 1945, and the number of volumes now exceeds 250.000. The Library of the Diet/Biblioteka Sejmowa/ forms a unit of the Chancellery of the Diet, an administrative, executive, and consultative organ, analogous to the General Secretariats of parliaments existing in some countries. The main task of the Library of the Diet is to acquire, register, and make available publications which are useful and required for the work of the Members.

The Library of the Hungarian Parliament (Országgyülesi Konyvtár) was founded in 1866. According to the acquisition policy of the time, all publications helping legislative work, either immediately or potentially, were incorporated into the collection. The result has been the acquisition of a rich collection of social science literature which nowadays is growing by 8-10 000 monographs annually together with more than 2 000 serial titles. At present, there are about 700 000 monographs in the library's collection. The library was separated from Parliament in 1952 and it came under the supervision of the Ministry of Culture but assistance for the parliament's legislative work has remained one of its main functions. As a research library of the legal and administrative sciences, contemporary history, international relations, and political sciences, it is open to the public. In line with the intensification of parliamentary activity and political interest in general, a special reading room has been placed recently at the disposal of Members.

The aim of concluding a separate agreement between the Polish Parliament and the Hungarian Parliament was to intensify already initiated plans of co-operation, to extend their scope to new fields of common work, and to enable the establishment of direct contacts between librarians in both countries. The negotiations led to the conclusion of a formal agreement of co-operation that was signed in Budapest on the 11th December, 1987. The agreement contains 15 articles ; some of which will be discussed in detail below. The agreement came into force after approval by the respective superior authorities which securied simultaneously the financial means required to implement the provision. Subsequently, it proved especially useful to incorporate some elements of the agreement into the protocols for implementing the Treaty for long-

term cultural co-operation and exchange between the Hungarian People's Republic and the Polish People's Republic. In brief, it can be claimed that, while a formal agreement is not needed to institute and maintain co-operation between two parliamentary libraries, experience tells us that it does favour and stimulate the development of such a relationship.

4.

By now, the agreement became the main basis for a close and wide-scale co-operation between the libraries of the Hungarian Parliament and the Polish Diet, and the scope of its application is widening continuously. For the time being, particularly wide-ranging co-operation has been achieved in the following fields :

a) The exchange of parliamentary publications and other official papers. Each of the Libraries is sending the other its parliamentary papers and the shorthand minutes of the sittings, as well as the official journals publishing laws and other forms of legislation.

b) The exchange of scientific periodicals, based on mutually agreed specifications, and the purchasing of books by one library for the other. The costs of purchasing and mailing are charged to the sending party, and this is of special importance in the light of the currency exchange problems existing between the two countries.

c) The exchange of information on duplicates or otherwise unwanted items, with the exchange of some of them.

d) The mutual exchange of information concerning legislative work currently under way in each of the parliaments and about other important events in parliamentary life in Hungary and in Poland. When required, the materials are sent forthwith, including draft bills, other parliamentary documents, etc.

e) The exchange programme of employees, based essentially on 7 to 8-day stays of two employees making a visit from one of the libraries to the other. The programme includes, usually, a thorough explanation of the organisation and functioning of the host library and parliament, and also of several other major or more significant libraries in the host country. Within its programme all costs, except those of travelling, are borne by the host parliament. Also the possibility of organizing vacation stays for the employees and members of their families was considered, and it will be implemented in the future.

5.

The agreement on co-operation between the parliamentary libraries in Hungary and Poland has operated for just one and a half years : accordingly, it would be premature to draw any definite conclusion as to its usefulness and the fulfilment of our hopes and expectations. The experiences so far, however, enable us to draw at least some preliminary conclusions. First of all, the co-operation between the libraries has helped the Polish Parliament widen and deepen its knowledge about the Hungarian Parliament, its work and its legislative achievements in particular, including making a general survey of the development of political and social affairs in Hungary and the life of the Hungarian people. Vice versa, the same advantages have been observed in Hungary concerning Polish affairs. A higher degree of efficiency has been achieved as the two parties have a continuous and well-organized inflow of reliable information. In case of need, this may be widened and enriched by technical facilities at any time, e.g. through a phone call, sending a telex, etc. The agreement has also brought about an improvement in the professional level of operation in both libraries. Here, the possibility of personal and direct acquaintance with the operating system of the other library is most important. The library staff have increased their fields of knowledge ; contacts have favoured a general increase in both the substance and the form of co-operation and made people more accustomed to international relationships.

The language barrier has remained, however, a significant difficulty. Each of the co-operating libraries has been trying to supply the other with publications available in mutually understood languages but, alas, this has not always been possible. Hence, translators find continuous employment on both sides. The language problem is not especially troubling in personal contacts but it appears as a significant barrier when a prompt translation of acts is needed. Evidently, this requires high linguistic and legal qualifications.

6.

Bilateral co-operation between the parliamentary libraries of Hungary and Poland has, indeed, a good outlook for the future. Both countries entered recently a new path to development, with their governments and political forces initiating a series of important political, economic, and social reforms. New legislative solutions are being sought, including changes in the Constitutions of both States, and laws regulating the internal organization and the principles of functioning of both parliaments and their auxiliary bodies. The guidelines for constitutional and legislative changes will be, essentially, the same in both countries. It is thus obvious that each of the parliaments will be highly interested in the constitutional, legislative, and parliamentary development of the other. In view of this situation, the demand for comparative legal information, data on legislation, economic decisions, etc. from other countries will grow. Reference can be made here to a contribution from the Library of the Japanese Diet which, in connection with the discussion of a new draft bill on associations in the Diet, presented to their Members the enacted text, preparatory material, and reasons for the recently passed Hungarian act on associations.

7.

It is our opinion that the Section of Parliamentary Libraries of IFLA should give its support to the development of bilateral co-operation between parliamentary libraries. This co-operation should not replace the work within the Parliamentary Libraries Section of IFLA ; rather, it should lead to the strengthening of multilateral co-operation. Admittedly, big exchange systems of parliamentary documents have been operating efficiently also at multilateral scale. The implementation of an exchange programme affecting all Section members and hence a high number of personnel would surely meet considerable difficulties. The same may be true concerning organizing more specialized forms of co-operation, i.e. joint searches for documents or bibliographical research, joint publications, etc. Thus, it may be concluded that while some categories and forms of co-operation between libraries may be efficiently carried out at a multilateral level, other, more special categories are most adaptable to bilateral relations.

79-PAR-2-E

PARENSIS and the Grand National Assembly of Turkey (TBMM) Information Centre

Hilmi CELIK, *Director, Kütüphane ve Dokümantasyon Merkesi, Turkey*

ABSTRACT

The Turkish Parliaments have always had libraries since 1876. Following the War of Liberation the Grand National Assembly of Turkey (TBMM) was founded in 1920 in Ankara.

Since 1978, Documentation, Research, Translation and Data Processing facilities have been added to the traditional library services to build up an Information Center. PARENSIS (Parliamentary Information System) has been a long term project for this purpose. The system includes the automation of library technical and user services and at the moment 5 data bases are in use and 2 are under consideration.

KITBAN (Library Catalog) : holds entries for 110.431 volumes as of December 1988 and still needs 2-3 years work to cover the whole book collection. BIYOBAN (Biographical Data Base) : aims to provide the biographies of the statesmen, which is now limited to Presidents of the Republic, Presidents of the National Assembly and Prime Ministers. MILBAN (Biographical Data Base for the Members of Parliament) : this project was planned to cover 1920 to date. But currently coverage is 1983 onwards. KABBAN (Cabinets data base) : covers the cabinets since 1920 and is in use. DOKBAN (Newspaper Data Base) : coverage is from 1983 to date. But the information currently available is 1987 onwards. TUTBAN (Minutes Data Base) and YASBAN (Legal Documents Data Base) are projected.

The TBMM Information Center has a collection of 250 000 volumes of books and serials and has 975 subscriptions to Turkish and foreign periodicals. The budget is $40.000 and the staff is 58.

I. HISTORY

The history of the Turkish Parliament dates back to 1876. The first Parliament which consisted of an Assembly and Senate lasted only a very short time. The second parliamentary period begins with the second constitutional era in 1908. However, in 1920 there was established the Grand National Assembly of Turkey (TBMM) coinciding with the foundation of the Turkish Republic.

While the two previous parliaments were seated in Istanbul, which was then the capital of the country, the TBMM was established in Ankara, which replaced Istanbul as capital for strategic reasons following the War of Independence.

One party administration prevailed between 1920 and 1946 and a multiparty era began in 1946. Although bi-cameral systems have been applied in the past, the Turkish Parliament became uni-cameral by 1980. Today it has 450 elected members.

The Grand National Assembly of Turkey carried out its functions from 1920 to 1961 in its first building. Since then it has required several buildings as annexes. In the 1940s an international architectural context was organized for the building of a new parliament house. The prize winning project, by an Austrian architect, has been implemented. Early in 1961 parliament moved to the new building.

To meet their information requirements, all the parliaments of Turkey have had a library, supervised by a library committee. Since, unfortunately, the first two Parliament Houses were burnt down by fire, with all their documents lost, our information about them is rather scarce. The only source of information regarding the library records and services of those parliaments is the *Rules of Procedure* of both houses. On the shelves of the present Parliamentary Library there are about 3.000 volumes inherited from those early parliaments. But we don't know exactly how and when they arrived in the collection. When the TBMM was opened in 1920, the need for information was immediately felt. Five months later, three Members were commissioned with the task of forming a library. New services have been added to it, the details of which will be explained below. Some alterations have been made in the administrative arrangements, and in the end an information system has been created, which employs today's technological and manpower facilities with a view to providing the Members with information.

II. GENERAL INFORMATION

A. The Place of the Center in the Administrative Structure :

The TBMM Library and Documentation Center is a service unit under the Secretary General. At first it was called the TBMM Library ; later, in 1978, the name was changed to the TBMM Library and Documentation Center. Now work is underway to change the name of the service unit to the TBMM Information Center.

From 1920 to 1980 the library was supervised by a library committee, composed of between 3 and 25 Members. Now it has been directly attached to the Speaker, and financially is under the Secretary General. To resolve certain administrative issues resulting from the political conditions, formation of a committee consisting of a limited number of Members is again under consideration. It would be placed under the Chairmanship of one Deputy Speaker. The committee would be composed of one Administrative Member of the Bureau, a Member of the Auditing Committee, a Secretary General or Assistant Secretary General and the Director of the Center.

B. Administrative Organisation of the Center :

The Director of the Center is helped by two assistants. One of them is in charge of Data Processing, Acquisitions, Cataloguing and Classification, Microfilm, Microfiche and Photocopy Services. The other is in charge of Circulation, Collection Building and Care, Reference, Research, Periodicals and Translation Services.

C. Collection :

The Center has been included in the list of depository libraries since 1976. In fact, there were two other depository libraries, the National Library and the Ankara Public Library in the same city, and it was not necessary to store the same publications in complete collections. An amendment to the Depository Law, for the distribution of policy materials to the General Directorate of Public Libraries was the legal solution decided upon. The library collection is also composed of purchased items, gifts and exchange publications.

The subject content of the collection strongly depends on available publications on Turkish history, culture, the social and political life of Turkey and selected items on international relations. There is no policy of collecting textbooks, or normally of books on pure and applied sciences, unless they are about the policy of those sciences. The doors of the Academic Libraries nearby are always open to the Center for items requested through interlibrary loans. The selection of purchased items is undertaken by the staff of the Center. In addition to this, from time to time, Members ask for books to be ordered. If the item reflects purchasing policy, then it is purchased immediately. If not, the Member is told that his request is not acceptable. There has never been a serious problem on this matter as between the Member and the Center. At the end of 1988, the Center had a collection of 200 000 volumes of books, 50 000 volumes of bound newspapers and journals and 975 current periodical subscriptions in Turkish and other languages.

D. Staff

The Center has a staff of 58 in six categories : **Librarians** , B.S. or M.S. in Library Science : 20 ; **Researchers** , B.S. or M.S. in Social Sciences : 8 ; **Translators** , B.S. or M.S. in Philology : 3 ; **System Analysts and Programmers** , B.S. in Engineering : 5 ; **Secretaries, Technicians, Punchcard Operators**, high school education : 16 ; **Messengers** , elementary school education : 6

E. Budget :

For the fiscal year of 1988 the Center's budget was $35 000, for 1989 it has been increased to $40 000 which is quite enough for national and international book purchases and subscriptions. The necessary budget for any hardware or technical equipment is an additional item for that fiscal year's budget.

III. SERVICE UNIT

The Services of the Center, which are aimed to satisfy the information and document requirements of Members, have been organised into five groups : Library Services, Research Services, Documentation Services, Translation Services and Data Processing Services.

A. Library Services :

1. Acquisitions :

This unit runs the activities of selecting and purchasing information sources and acquiring the publications received under the Depository Law, exchange and gifts. This unit also forwards publishers' catalogues to the staff who are in charge of selection and ordering so that they may choose titles. In recent years, preparation of the list of materials, "New Arrivals", for Members, was the duty fulfilled jointly with Reader Services. Since the introduction of SDI, this task is no longer carried out.

2. Cataloguing and Classification :

This unit mainly handles cataloguing, classification, mechanical preparation and subject heading preparation for works of the Center. In the period before 1978, a special cataloguing rule and classification system were applied. Since then, Anglo-American Code 2 has been used. The classification system is by Dewey Decimal for reference materials on the open shelves of the reading room area and for accession of the materials located in the closed stacks. For the purpose of organizing the collection, it has been done in two stages. The new publications have been input directly to the computer database according to AA2 rules and during the second stage the old collection will be transferred to a database using these new rules. By the end of the year 1988, 110 431 titles out of the total 200 000 volumes had been completed and were available to the users. A card catalogue is still being used to reach the unprocessed materials. It is planned to finish the whole project by the end of 1991.

The Book Data Bank (KITBAN) covering the above mentioned services can be regarded as the first endeavour directed to this goal. By means of this project the present library staff, who are not familiar with automation, acquainted themselves with it and thus the librarians of the whole country have had a laboratory facility to study and automated library system.

Unfortunately, there is not a generally accepted subject heading list used by the libraries throughout the country. In order to fill this gap, a subject heading list preparation project, started several years ago, was completed in 1983. It was an amateur study and it is still so, and it is in use in the TBMM Library only. Furthermore this unit successfully completed

studies on the adaptation of the EUROVOC Thesaurus which makes a great contribution to our research and translation services as well. We are in the throes of adding Turkish as another language to EUROVOC which has been published in 9 languages so far. In order to find the Turkish descriptors and especially the ones relating to legislation, assistance was received from researchers and social sciences academicians. Meanwhile we would like to thank Dr Ernst Kohl and the Bundestag for the understanding and help they showed during our work on thesaurus construction.

Together with the computer application this unit now produces an SDI service which was formerly handled by the Acquisitions Unit. A list covering the subject headings in use has been prepared as a pamphlet and handed over to the Reader Services, so that it can be distributed to Members. The SDI service is then made available on the basis of Members' and other user profiles. In short, the technical aspects of the service executed by the Cataloguing and Classification Section are made available by the Readers Service.

3. Periodicals :

This unit is in charge of the periodicals, including ordering, receiving, binding and use. A printed catalogue showing holdings of the collection was prepared, printed and distributed in 1987. Automation of the activities of the service unit is under consideration.

4. Readers Services :

The main work of this unit involves reference work, book circulation, collection and copying services.

a. Collection :

The richest periodicals collection of the country in social sciences is in this Center. Holdings include all of the Turkish publications and many English, French and German publications in the fields of history, philosophy, economics and political science.

Excluding the reference collection, the Library is a closed-access system and the main collection is kept four stories below ground level. Reaching the collection takes some time and this is one of our problems needing solution.

b. Book Circulation :

Excluding reference materials and periodicals, any item in the collection can be borrowed by a Member and the staff for a two week period. The Circulation system for the transaction is manual and a double card system is used. Since the bibliographic information about the materials is in the data base, called KITBAN, (see above) the automation of the Circulation records would not be difficult. But, the legal necessity of a signature on the record of the loaned material makes the problem insoluble.

The other duty given to this unit is handling inter-library loan services for the Center.

c. Reference :

The Reference Section which shares the space together with the Research Section functions, again jointly, to fulfill the information requirements of the users. While the Research Section evaluates available information, the Reference Section is only responsible for finding the information and submitting it to the service. The legislation collection, which is the richest in the country and which is founded on the needs of the institution, is also available to outsiders who apply personally, by letter or by phone. This task is carried out by a team of five people, who are professional librarians.

The SDI services, details of which have been given above, and the preparation of the required biographical and bibliographical publications are among the tasks of the Reference Section. Accordingly, during 1988 this unit prepared a book entitled *Governments and their Programs* in three volumes. For the time being, the same team is now working on a project to collect the programs of all the political parties established in the country since 1920.

In 1986 the duty of preparing *Biographies of Statesmen* was given to this unit. At the moment the BIYOBAN (Biographical Data Base) for the Presidents of the Republic, Presidents of the assembly and Prime Ministers is available from 1987. While the above mentioned *Governments and their Programs* was being prepared, KABBAN (Cabinets Data Base) came into existence as a by-product and was made available in 1987. In this data base it is possible to find information about who served in which cabinets and when, since 1920. The data base is being updated regularly.

MILBAN (Biographical Data Base of the Members) is one of the main tasks of this unit. MILBAN plans to collect the biographies of all the Members who have taken office since 1920 and whose number totals 5000 approximately. Unfortunately, we have been able to gather data for two legislative periods only, namely since 1983, and this data is now in use. However, this data is far from being compatible with its aim. It is not even possible to gather the complete biographical data of the current Members. The data about former Members will be limited to the information existing in parliamentary albums. Perhaps, this is the most important project which will be achieved by our Center or anyway needs to be achieved. However, we have serious doubts about completing this project within the desired framework.

d. Photocopy :

This is one of the most hardworking units. The photocopy requirements of Members are fulfilled by the other service units in the TBMM.

Services referred to here are making copies from the materials which are forbidden to be taken out of the library. Most of them are bound newspaper volumes and reference materials. 390.000 pages of such photocopies were made in 1988. We are of the opinion that the microfilm work which is underway will decrease the work load of this service and will partly prevent the deterioration of the collection. Since we began to charge for the photocopies, the demand has decreased.

e. Microfilming

The 35 mm microfilm operation which was established in 1964 is still functioning. Rare materials and the missing issues in our collection which no longer exist in the market are being borrowed from other libraries and microfilmed. Last year we started to produce and use 16 mm films.

Microfiche works are only limited to reading and printing facilities. Optical disc application for the parliamentary debates is under consideration.

B. Research Services :

Since the information expectations of Members have changed in recent times, the professionals who are in charge of supplying information for them yielded to the idea of new methods. It is very obvious that it is not possible to satisfy the information requirements of Members by conventional library services. In short, what the Members want today is not the source itself, but rather the analysed data.

We would like to thank the managers and the staff of the British and German Parliamentary Libraries and the US Congressional Research Service who gave us very useful

1988 statistics of use are as follows:

Type of User	Number	Type of Material used	Number
Member	1.517	Book	102.565
Ex-member.....	331	Newspaper	5.294
Staff	3.408	Journals	2.879
Outside users	442	Reference	21.952
total	5.698	total	132.692

information during our studies related to this issue. The Research Service Establishment project developed, in the light of the experiences of the above-mentioned countries, and with the contribution of Miss Jane A. Lindley, who is still library consultant to the Parliamentary Library of Pakistan, was welcomed by the Presidential Board of TBMM, and we have started to employ assistant researchers in order to be trained as subject specialists. The model we received was adapted to our social and cultural needs. Since the aim was to fill the gap of the subject knowledge of the reference librarians, the staff which were employed are required to have a subject education such as in political sciences, public administration, economics, and international relations for a start. Additions to the Research Service of the Center in 1981 have renewed and increased its power to such an extent, that the Center was able to solve many of its administrative difficulties, and the procurement of the necessary budget and recruitment of personnel has never been a problem since then. The service unit primarily undertakes researches into subjects on the Parliamentary agenda and prepares information profiles, and distributes them to Members. If more detailed information is required, then specific research on the issue is also supplied.

The above-mentioned profiles are revised according to the priority and the changing nature of the subject, and published either as a report or book. Some examples of these works are : *The Elections in Turkey and Election Systems, Land Reform, Value Added Tax, Free Trade Zones* and *Nuclear Power Plants*. We are glad that some of these books are being requested by the universities as a source book.

The Center has a quarterly publication entitled *BILGI (Bulletin of the Information Center of the TBMM)*. Responsibility for publishing *BILGI* belongs to this service. In this *Bulletin*, where all the activities of the Center are announced to inform Members, translations of one or two selected articles are also given. In the first issue of each year the political events and figures are given in chronological and alphabetical order respectively. The specific researches made for individual Members are announced in the *Bulletin*, in case another Member who has an interest in such a study might wish to ask for a copy.

During the year 1988, 163 parliamentarians applied to the Research Service and 165 different subject profiles were prepared. We are considering drafting such profiles on *EC Common Agricultural Policy, Primaries* and *Protection of Consumers* all in book form.

C. Documentation Services :

The reason for establishing this unit was the need for analysed information. It is not possible to say that much success has been achieved in this field. The work of documentation covers three Turkish main dailies as regards the political and social life in Turkey and in the world. Besides these, the selected English, French and German dailies and journals are analysed as regards mainly news relating to Turkey. This is all that can be accomplished with limited manpower. Because the Turkish dailies lack indexes and data bases of their own, such work is regarded as necessary. A great percentage of requests for information are concerned with press scanning : "who said what ?" etc.

Since we have introduced DOKBAN (Newspaper and Journal Data Base) into service, most of the problems in this area have been eliminated. Although we have many sources of information waiting to be indexed, we do not expect that much can be accomplished in the near future, because every new project requires new manpower sources, space and a budget.

D. Translation Services :

Foreign languages are always an important factor in information work in developing countries. For this reason a core Translation Service unit has been established. Below are some of the services offered by this unit :

1. To fulfill the translation requirements of the librarians and the researchers,
2. To make translations for the official needs of the parliamentarians,
3. To analyse foreign press and to prepare information for DOKBAN. (see below.)

E. Date Processing Services :

The work done in the field of automation, which involves reaching local, national and international information in the shortest possible time, dates back to 1979. Since at that time there was no work of automation in the parliament, in order to orient the staff with the notion of automation, a training program was introduced. A hired programmer worked in the Cataloguing Department for two months and afterwards, together with the two cataloguers, they were given the duty of developing a computer-based cataloguing operation, by making use of a computer system existing in a government institution. Meanwhile the possibility of the application of MARC was discussed. As a result, it was decided that by using an outside computer system, the full MARC format could not be implemented. The steps to be taken were as follows :

1. First a program for data entry would be written,
2. To enter the sample data by the librarians into fixed fields which are transferable into required formats later,
3. The writing of search programs.

This work, which was completed in two years, was the subject of a comprehensive discussion. By taking the criticisms and proposals from the librarians working in different fields, the system was developed. During this sampling period, 12 000 references to books were fed into the computer while making the necessary demonstrations for the administrators. The outcome of this work was positive and towards the end of 1982 a sufficient budget was allocated to buy a computer system for the information services. At the end of 1983 the system was in operation.

While the cataloguing project was underway, other work to develop a system which will enable us to automate the flow of information concerning many aspects of activities in the parliament, was being conducted. This project, which is called PARENSIS (Parliamentary Information System) initially comprises the following data bases :

- KITBAN (Book Data Base) : The number of books processed is 110 431 as at the end of 1988 and it is in operation.
- BIYOBAN (Biographical Data Base) : The purpose is to develop a data base which comprises the biographies of statesmen. However, as indicated before, only the biographies of Presidents of the Republic, Presidents of the Assembly and Prime Ministers are completed and in use.
- MILBAN (Biographical Data Base of the Members) : The content is limited for the time being to the last six years. It is in operation.
- KABBAN (Cabinets Data Base) : It is completed. It is being kept updated and is in operation.
- DOKBAN (Newspaper and Journal Data Base) : The project started at the beginning of 1983 and the analysed information goes back to this date. This data base is operational since 1988 with the data of 1987 onwards. We have not been able to feed the data of 1983 to 1986 into the computer media yet.

The Data Processing Unit conducts the necessary system analysis and programming for the above-mentioned data bases. Unfortunately, there has never been a chance to use a ready-made software package for any project. The department is also responsible for local, national and international networking. Since there is no established national network, the only connection with DIALOG is by means of TUBES (Turkish Scientific and Technical Research Councils Information System).

In addition to the above-mentioned duties, the data processing unit prepares payrolls of the Members and the staff.

IV. CONCLUSION

It is possible to conclude that PARENSIS has achieved its purpose to a certain extent. However, there remain many problems which have to be solved in order to serve the TBMM at the required level. We may summarize these as follows :

1. To focus the attention of the administration on the Center.
2. To make a detailed market study in order to make use of the readymade software for the Information Center only, or to promote a more comprehensive system covering the whole of TBMM's information flow.
3. To recruit qualified staff for the projects and undertake the necessary training for them at national and international level.
4. To orient the system to the users, and vice versa.
5. To lead the library automation activities in the country.

Believing that we will be able to submit a more satisfactory report in the future, I would like to express my gratitude to you on behalf of TBMM, my staff and myself.

78-PAR-1-E

Parliamentary Libraries and IFLA : Idea and Reality

Dermot ENGLEFIELD, *Deputy Librarian, House of Commons Library, United Kingdom*

ABSTRACT

Initially the group of Parliamentary Libraries were aligned with the Administrative Libraries and classified as Special Libraries. Since 1976 they have been a Section of their own grouped in the General Research Libraries Division. This partly reflects great growth in the work including research work undertaken by Parliamentary Libraries during the last twenty to thirty years. The Section maintains co-operative relations with other Parliamentary Library information organisations such as the Inter-Parliamentary Union in Geneva and the European Centre of Parliamentary Research and Documentation at the European Parliament. The Section also seeks to help the Parliamentary Libraries of developing countries. It is usual during the Annual meetings to visit the host legislature which often organises Workshops and sometimes additional Seminars.

After a stable membership for a number of years the generation which started in the 1970s is drawing towards retirement, so that the Section which has grown in numbers and represents legislatures to be found in Europe, North America, Australasia, and Asia will, it is hoped, pass on a thriving Section to their successors.

Judging from the titles of papers read at IFLA meetings, it is not usual for an IFLA Section to be introspective. But 1989 in Paris seems to me, for at least two reasons, to be an appropriate occasion to consider briefly where this particular IFLA Section has reached : to ask whether we are turning our ideas into realities.

The first reason is concerned with the Section's current membership. We are fortunate to have with us Erik Spicer, the Canadian Parliamentary Librarian, who was elected Chairman of what was at the time the combined Sections of Administrative and Parliamentary Libraries in 1972 and who was subsequently instrumental in securing the attachment of the newly formed Parliamentary Libraries Section to IFLA's General Research Division, in 1976. We also have with us Wolfgang Dietz who was the first Secretary of the Section 1977-79 and then Chairman 1979-1983. Finally, I have myself played the role of Secretary 1981-85 and Chairman 1985-1989. So we have gathered together most of the officers who have served the Section during its quite short history. In addition, during the last four years the role of Secretary has been played firstly by Mrs Eeva Maja Tammekann from Finland and for the last two years by Ernst Kohl from the German Federal Republic. They also are here. But it is not just a matter of Section officers. Two of our long-standing Committee members, Arti Kunst of the Netherlands and Olaf Torp of Norway are with us, though both are retiring shortly, and two other Committee members of long standing — Andrzej Gwizdz from Poland and Katalin Balazs-Veredy from Hungary have also joined us. This Paris meeting, where those who have been members of the Section over a long period and those who come from a wide geographical background are once more together, is, I believe, a fitting occasion for us to reflect for a moment.

The second reason is that during the next two or three years quite a number of those involved in the Section for many years, in a sense the founding generation, will be retiring. Where have we reached and what do we pass on to our successors ? To what might they turn their attention ?

The Parliamentary Libraries Section is small but its members are in some respects at the cutting edge of the profession's development. That is for two chief reasons. Its clientele, Members of Parliament, live on and through the transfer of information. They expect their information services to be geared to their demanding level. It is not the mechanics of getting the information that interests most of them, just the answer. And this answer should be as clear, accurate, up-to-date and relevant as possible. It should also be impartial. The techniques of Parliamentary Librarianship need therefore to be based on the most up-to-date technology, provided it has been proven. Being at the cutting edge of development does not mean being a suitable institution for experiment. Our role therefore is exacting and exposed.

The second reason that the Section's members represent to a degree the cutting edge of the profession is that Parliamentary Libraries are relatively well financed. I believe that in general they have suffered less during economic cuts than most publicly funded institutions. They are expensive and they are really in the category of library service which adds significant value to their documentation (the second sub-topic of IFLA's 1989 conference theme) because they spend a high proportion of their budget on staff. They therefore I believe have a certain responsibility to the profession as a whole on whose good will and co-operation they often depend. Whether there is an economic case for keeping them well supported depends on how important you think the Parliamentary system and the information services which support it really are.

Having made that assertion I have to add that with a few exceptions, it has only been in the last twenty-five to thirty years that most Parliamentary libraries have changed from being rather passive, clublike institutions, sometimes also national libraries, to being very active and sharply focussed information centres. This change of role, and therefore psychology, has been very great and very quickly achieved.

It is because of this significant and swift change that Mr Spicer's persuasion of the IFLA Provisional Professional Board in April 1976, that legislative libraries should have their own Parliamentary Libraries Section in the Division of General Research Libraries was so timely. Parliamentary Libraries waited until there was real momentum behind their development and then set out to align themselves to IFLA not with Special Libraries as hitherto, but with National Libraries and University Libraries as a General Research Library. This coincided with the introduction or the expansion from the mid-1960s onwards, of a number of research services in Parliamentary libraries such as in Canberra, Ottawa and Westminster. There was also being planned at this time the expansion of the Legislative Reference Service to the Congressional Research Service in Washington under the 1970 Legislative Reorganisation Act. In many other Parliaments however the research services have grown up quite separately from the library services. This separation, in the view of the highly experienced former Parliamentary Librarian of the German Federal Republic, Wolfgang Dietz, was a mistake. He has written : "Cost-effective provision of information is only possible within the framework of a unified information system within Parliaments. Only the Library can sensibly form the core of this system..."[1]

The formation of the Section coincided not only with the quickening development of Parliamentary Libraries but also with IFLA's first Medium Term Plan 1976-1981. The next year, 1977, at the Brussels meeting, Mr Dietz was elected the first Secretary of the Section.

It often comes as a surprise to those who have joined IFLA quite recently, that it was only in 1967 that it first met outside Europe (in Toronto) and its second extra-European meeting was as recent as 1974 (in Washington). On both those occasions our hosts, Erik Spicer in Canada and Lester Jayson in the United States, made great efforts to explain the information services for their respective legislatures. Both these meetings pre-dated the actual formation of the Section. But the tradition started then has been sustained. More often than not the Section's annual IFLA meeting has included visits and workshops etc. prepared by the host legislative library. The system of half or whole day Workshops has of course now been adopted by IFLA as an optional routine and has been incorporated in the Section's programme. But sometimes, as before Montreal 1982 and Chicago 1985 and after Sydney 1988, there has been added a two or three day symposium normally in the host country legislature. In the cases mentioned above the first two were held in Washington and the last in Canberra. This is a reminder of the role of Parliamentary Librarians, namely that they are not just professionals in the library and information world but also parliamentary officials. They bridge two distinct professional worlds. Through this planning a full IFLA meeting for the Section may well include in addition to the Standing Committee meetings and the Open meetings, visits to the legislature(s), a Workshop and sometimes two or three additional days meeting. We are very grateful to our French hosts for organising just such a programme.

The membership of the Section has grown at two levels. First where meetings have been in federal countries such as Canada and Australia the Parliaments of the Provinces or the States have supported the Section's work especially where the meeting has meant not too much travel. But one area where the second tier of legislatures in a federal country has not played a

significant role in the Section's development has been the United States. Visits to state legislative reference services have been made and the occasional paper contributed, but compared with Australia or Canada the support of the US States has been small. Back in Europe, membership of the Section now ranges from Finland to Turkey. With the return of democracy to Portugal and Spain these two countries, including the important second tier Spanish Parliament of Catalunya, have been very active. This is a very important and welcome counterweight to the dominance of the Anglo/North American tradition.

The Section has also been glad to strike up relations and encourage membership with other international organisations in the field of Parliamentary information work. Prominent among these is the Inter-Parliamentary Union based in Geneva whose work was described at the 1983 Munich meeting in *Parliaments and information dissemination - The role of inter-parliamentary Co-operation through documentation and dissemination and the CIDP in strenghening parliamentary institutions of information* by the then head of IPU information, S. Kashyap. The previous year I read a paper in Montreal on *Parliamentary Libraries and their position in National Networks with special reference to Europe* which was an account of the establishment and work of the European Centre for Parliamentary Research and Documentation which is based on the European Parliament and the Council of Europe. Indeed the European Parliament has attended a number of the Section's meetings. We have heard at other meetings about other regional groups covering the Nordic countries or Australasia as well of course as Canada. There is, not surprisingly, a great overlap in the membership of the Section and those working through these other organisations.

There is another area of our attention which forms the first paragraph of our current third Medium Term Plan. It reads: "to assist in the development of parliamentary libraries with special reference to developing countries". It was with great enthusiasm that we hoped that at Munich in 1983 some delegates from Africa would attend, as the IFLA meeting in 1984 was to be in Nairobi, the first such meeting in Africa. But no one came to our Section. What was more disappointing was when we did meet in Kenya, while being allowed to hold our meetings in the Old Legislative Council and being addressed by Kenyan politicians which assured us of more press coverage than any other IFLA Section, it appeared that our host country had no Parliamentary librarians. A few did come from Africa, the Ivory Coast for instance, and Mr Mwale of Zambia contributed an important paper: *Materials for the smaller Legislative Library*. At this same meeting there was an interesting paper given by Mr J. Brudenall of Australia called: *The development of Parliamentary Libraries and Information Services in the South West Pacific*. It described the great work the Australian Commonwealth Parliamentary Library at Canberra was doing to help smaller legislatures in the South West Pacific. By 1988, when IFLA met in Sydney and the Section subsequently in Canberra, the Australian Commonwealth Parliamentary Library was able to bring a considerable number of parliamentary librarians from these smaller countries and for the first time the Section's aspirations towards developing countries were really achieved through the generosity of one of its members. Helping the Parliamentary libraries of developing countries is not simply a matter of meeting with our Section. The Parliamentary libraries at Bonn, Canberra, Ottawa, Quebec, Washington and Westminster and others all have significant programmes to help train and advise those from developing countries and I have no doubt that the fact that all these Parliamentary libraries mentioned above are active members of the Section gives an added focus to their work with developing countries. Mention should also be made of the work of Ms Jane Lindley of the Asia Foundation and formerly the Congressional Research Service. She has created a major legislative library in Pakistan, despite the difficult political situation there, and at the Brighton meeting in 1987 and the Sydney meeting in 1988 she gave reports to the Section which clearly showed she was, in a very personal and positive way, carrying out the aspirations of the Section.

In recent years a number of our Section papers have been published. Those delivered at Nairobi in 1984 together with some commissioned papers were drawn together as *Legislative Libraries and Developing Countries* and published as Senate Committee Print (99th Congress 2nd Session S Prt 99-175) by courtesy of the Joint Committee on the Library, US Congress. Most of the Section's papers delivered to the Section at Brighton in 1987 were subsequently published. In addition with the help of the Parliament of the German Federal Republic and the work of Wolfgang Dietz, a *Directory of National Parliamentary Libraries* has now reached a third edition. Work continues on the preparation of *Guidelines for Legislative Libraries* for which money has been set aside for publication.

Membership of the Section is now far wider spread and I suspect more numerous than it was in the early 1970s. This has been partly stimulated by IFLA holding its meetings in a widening range of countries which for instance brought Japan and Korea into the Section. It now covers most Western European countries, some in Eastern Europe, North America, parts of Asia and Australasia. It welcomes second tier parliaments. But it is very clear that the Section's *Newsletter* is one of the great assets for networking our relationships especially with the developing countries. Looking ahead there are the possibilities opened up by the forthcoming IFLA meetings Moscow in 1991, not least with the new political pressures there, should offer a chance not only of meeting colleagues from the Soviet Union, but also from other countries in Eastern Europe. That the possibilities are there is illustrated I believe by the fact that I have already been invited and have contributed quite a long article on IFLA in general and our Section in particular, which is currently being translated for publication via the Lenin Library in their publication *Librarianship and Bibliography Abroad*. Either before or after the Moscow meeting it might be possible to hold a Seminar or Workshop at the Finnish Parliament in Helsinki. The following year, 1992, the meeting is in New Delhi and that will provide a chance to make contact with one of the major Parliamentary Libraries in the Commonwealth, indeed in Asia, but a library that while it sends me courteous letters after each IFLA meeting has never been represented or contributed in any way to our work. I hope that from 1992 that will be changed.

I spoke earlier about the importance of the *Newsletter*. It is a fact that the subscription to IFLA appears very high to many very small Parliaments. Yet these, as the Australian Commonwealth Parliamentary Library has so clearly shown, are often the institutions which most need the hand and word of friendship and co-operation. I do hope that we shall be able to sustain and even increase the distribution of the *Newsletter* currently organised by our Secretary, Ernst Kohl. I hope too that we shall be able to look at some of the subjects touched on in *Parliamentary Libraries and the Future*, New South Wales Parliamentary Library, 1988. Among subjects suggested were the relationship of professional staff and subject specialists — a subject fraught with problems but which should not be avoided ; the relationship between Members growing personal staff and the Parliamentary information service ; the implication for legislative libraries of the application of full computer-based networking for Members ; the implications of information being a very dynamic area of change while Parliaments themselves are administratively rather conservative ; the specific responsibility of legislative information services in the face of growing lobbying of Members but also sometimes of declining political party research facilities ; and inevitably the changes in relationships with the clientele (Members of Parliament) brought about either through the present revolution in technology (not just computers) or quite simply through accommodation problems which increasingly tend to separate Members from the Parliamentary staff who seek to help them. This catalogue could be extended but all these subjects could benefit by being examined by the Section.

As I come to the end of my Chairmanship I would like to conclude with a personal comment on the Parliamentary Libraries Section certainly as I have seen it since my first visit to the meeting of IFLA held in Budapest in 1972. On the debit side I think it is a pity that there are no longer papers from Sections delivered at Divisional Open meetings. This did give a very real chance for small Sections such as our own, which might have a distinctive role in librarianship, to broadcast our experience. On the other hand, our smallness has very great advantages. We are not expensive to run and circulating members is not a problem. We have over the years asked all members to come to our Standing Committee meetings which has enabled us to develop our Sectional policy with a wide measure of support. Finally there is the social side and the friendship it generates. This should not be underestimated as in the end effective library co-operation depends on a generosity of spirit and this I believe has been built up within the Section over the years. I remember many of our annual Section dinners, an important part of the meeting. In particular I recall sitting in an empty spacious restaurant in a tower looking down over Nairobi, chattering in a noisy cellar restaurant in Tokyo, a long table of

us in a bustling Greek restaurant in Chicago, an elegant shopping small restaurant in Montreal, and our taking over half the dining room of the Ship Hotel in Brighton. There have been other occasions of warmth and elegance in the Parliaments of Ottawa and Canberra and of course at the Library of Congress. This building up of a network of friendships could only be achieved by our being a relatively small and stable Section. When the requests for help come in from other Parliamentary libraries by letter, by phone and increasingly by telex and by telefax, or when you need assistance yourself, it is then that the spirit of generosity built up over the years comes to the aid of us all. Maybe the sustaining of practical friendships is the best legacy that the first generation of members of the Parliamentary Libraries Section can offer their successors ; maybe that is the best way for the Section's idea to continue to be persued as the reality.

NOTE

1. *Parliamentary Libraries and Future*. — Sydney : Library of Parliament, 1988, p. 94

JOUVE - Paris

aic

les ateliers informatiques du centre

24, RUE MARC SEGUIN
75018 PARIS
TÉL. 33 (1) 40 38 48 00

CONVERSION RETROSPECTIVE DE CATALOGUES

Intervention dans la bibliothèque

- ✓ inventaire du fonds
- ✓ équipements de codes à barre et de système antivol
- ✓ catalogage des documents
- ✓ création des notices de données locales

Intervention aux AIC

- ✓ analyse et préparation des notices bibliographiques
- ✓ saisie et vérification des notices
- ✓ édition de contrôle
- ✓ corrections
- ✓ interfaçage du fichier

NUMERISATION

- ✓ Photos couleurs
- ✓ Livres rares et précieux
- ✓ Station de gestion de documents "JARCHIVE"

RETROSPECTIVE CONVERSION OF CATALOGUES

Intervention in the Library

- ✓ *system review of collections*
- ✓ *bar code and theft-prevention equipments*
- ✓ *cataloguing of documents*
- ✓ *creation of holdings records*

Intervention at AIC

- ✓ *analysis and preparation of bibliographic records*
- ✓ *keying and control of bibliographic records*
- ✓ *control listing*
- ✓ *corrections*
- ✓ *file interfacing*

SCANNING

- ✓ *Color snapshots*
- ✓ *Rare and precious books*
- ✓ *Documents management working station "JARCHIVE"*

IFLA 1989 Stand T 34

STAND 38/45
HALL TERNES

Saisie de bases de données :

La solution pour la reprise de votre fonds bibliographique

SAISIE JOUVE

Bases de données
Catalogues de bibliothèques
Dérivation des fichiers de référence

SAISIE CLIENT

Réseau commuté
Lignes spécialisées
Transpac

LECTURE OPTIQUE

Reconnaissance des caractères

NUMÉRISATION

Mode image haut débit
Compression standard CCITT

DISQUETTES/BANDES MAGNÉTIQUES

Gestion

STRUCTURATION/CONTRÔLE/INDEXATION

Edition multimédia

PAPIER

Photocomposition
Tirage laser
Impression offset
Façonnage et routage

VIDÉOTEX

Recherche multicritères
Recherche par arborescence
Téléchargement
Commande et paiement par carte bancaire

CD-ROM

Annuaires
Bases bibliographiques
Catalogues
Dictionnaires...

JOUVE c'est un service complet à la pointe du progrès technique, une solution adaptée aux besoins de chaque client, une intervention sur un ou plusieurs maillons de la chaîne.

L'imprimerie JOUVE fondée en 1903 représente 500 personnes dont un département études et développement informatique de 40 ingénieurs et techniciens

Jouve
SYSTEMES D'INFORMATION

LA TRADITION DES TECHNOLOGIES DE POINTE

Siège social : 18, rue St-Denis, B.P. 414-01, 75025 PARIS Cedex 01 - Tél. et Fax : 42 33 17 99

IFLA GENERAL CONFERENCE AND COUNCIL MEETING PARIS 1989

Division: GENERAL RESEARCH LIBRARIES

Section/RT: NATIONAL LIBRARIES

106-NAT-5-E

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

This document has been reproduced as received from the person or organization originating it.

Minor changes have been made to improve reproduction quality.

Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

COPING WITH CHANGE: THE EXPERIENCE OF THE BIBLIOTHEQUE NATIONALE (FRANCE)

by

Emmanuel LE ROY LADURIE
Administrateur général de la Bibliothèque nationale,
Paris, France

IR053255

For internal use only:

Meeting No: 127

SI: yes/~~no~~

Estimated number of participants in the meeting:

COPING WITH CHANGE:

THE EXPERIENCE OF THE BIBLIOTHEQUE NATIONALE

by
Emmanuel LE ROY LADURIE
BIBLIOTHEQUE NATIONALE
PARIS, FRANCE

Coping with change: this is the challenge now facing the directors of four great national libraries. Although the aims of all four institutions are similar, each has been shaped by historical factors which have favoured particular aspects of their organisation. Today, all alike are confronted with the technical and financial problems raised by the expansion of their national publishing output, the variety of media involved, the problems of preserving and conserving these various media, the increasingly swift creation and diffusion of high quality bibliographic information and the rapid supply of information in the form of actual documents or the contents of the original documents to users of all backgrounds and professions, in France and abroad.

1. LEGAL AND ADMINISTRATIVE CHANGES AT THE BIBLIOTHEQUE NATIONALE SINCE 1975

As an old institution, heir to prestigious collections which grew enormously from the seventeenth century onwards, the Bibliothèque Nationale has long concentrated its efforts on its duties as guardian of this heritage. It has paid particular attention to conserving the documents effectively and ensuring their transmission to future generations by placing certain restrictions on access.

1.1. The consequences of the reform of July 1975

The recent history of the Bibliothèque Nationale has been marked by the reform of July 1975 which divided responsibility for libraries in

France between the Ministry of Education and the Ministry of Culture and meant that the post of General Administrator of the Bibliotheque Nationale was no longer combined with that of director of libraries and public reading at the Ministry of Education. The decree of 19th November 1977 conferred on the Bibliotheque Nationale the status of state administrative body, recognised as a legal entity with financial autonomy. It also entrusted it with the running of five technical cooperation centres, thus granting it a role as a centre for inter-library cooperation in France. However, the agreements which were supposed to set up these centres and provide them with the necessary support never materialised. It was at this point that the Bibliotheque Nationale lost its role of sole authority and coordinator for the library world in France and even internationally.

The effect of these shake-ups was not entirely negative: as a consequence the Bibliothèque Nationale was forced to analyse its long-term objectives, to examine its managing bodies and take further steps towards setting up new organisational structures and to respond to the requirements of both the users and its own departments by introducing new working methods and new technology. Thus it was that a preservation plan for the collections was launched in 1980, following the report submitted by Maurice Caillet, the Inspector General of libraries. And after the decision of the Prime Minister, Raymond Barre, in July 1980 to grant the Bibliotheque National autonomy in the area of computerisation, automation guide-lines were drawn up.

1.2. The transfer of responsibility to the Ministry of Culture in 1981

But the Bibliotheque Nationale was soon to undergo further administrative changes with the decree of 5th June 1981, which transferred the responsibility for the establishment from the Ministry of Universities to the Ministry of Culture, and then with the decree of 22nd March 1983 which endowed it with a new status. It came henceforth under the auspices of the Directorate of Books and Reading and had to adapt to a new administrative framework, new management methods and a new policy of opening to a wider public and concentrating more on the dissemination of knowledge. At the same time

it was confronted with mounting problems for which solutions were urgently needed: problems posed by the ever-increasing production of documents and the modernisation of techniques; the rapid deterioration of the collections which was aggravated by the increased frequency of use both on the premises and outside; the multiplication of conservation and reproduction problems resulting from the diversity of media used; the lack of the storage space; inadequate administrative structures and problems of recruiting staff, who still came under the auspices of the Ministry of Education.

It was against this background and after several reports and studies on the Bibliothèque Nationale had been drawn up in succession (by the pupils of the National School of Administration in 1982, by M. Francis Beck in 1987 and by the Public Audit Office in 1988) that the President of the Republic announced on the 13th July 1988 that a large new library was to be built. The new Bibliothèque de France was presented as an extension of the Bibliothèque Nationale. This ambitious project has come at a time when technical developments are forcing the library world to ask searching questions. It therefore constitutes a major reason for the Bibliothèque Nationale, in close collaboration with the two ministerial departments in charge of the French libraries and the association created to put this great project into action, to think long and hard about the definition of its aims, the means necessary to accomplish them and how to organise and cope with these changes so as to become a driving force once again within a national, cooperative policy for libraries.

2. CHANGES RESULTING FROM THE DEVELOPMENT OF NEW TECHNOLOGIES

2.1 Upheavals brought about by automation and telecommunications

The unceasing and unchecked developments in automation and telecommunications are at the root of the upheavals in today's world. They are prime factors in the appearance of new tools which enable information to be processed and disseminated more rapidly, and also of the new products in new media, which are continually being created and developed. These in turn have brought new needs like the need to

absorb information rapidly and the need for quick access to documentary sources. Thus new methods of management are required to plan procedures, control the costs and find the necessary resources.

The Bibliotheque Nationale, like its opposite numbers, is in search of improved means to enable us to face this change successfully. To achieve this, we realise that we must fulfill the duties incumbent upon us as a national library while adopting an appropriate strategy which takes account of the library's history, the size and variety of its collections and the resources available.

2.2 Adapting to change: some examples

2.2.1 Internal reorganisation resulting from bibliographic automation

In 1982-1983, when its automation guide-lines were set up, the Bibliotheque Nationale began an analysis of working methods in its departments in order to find out more about their procedures and goals and to identify how the introduction of automation could bring about improvements in quality and quantity. The staff in the various departments took an active part in this analysis which was particularly detailed in the area of book and periodical processing and led to a restructuring of the departments concerned.

This analysis was further developed in 1986 when the Ministry of Culture and Communication brought out Guide-lines for bibliographic information to which two heads of the library's main bibliographic departments contributed. The conclusions of these Guide-lines, whose object is to propose a rationalisation of the production and dissemination of bibliographic records and a policy of cooperation in this field within the Ministry, are to be published in the near future.

2.2.2 Forward planning for the Bibliotheque de France and the examination of the aims of the Bibliotheque Nationale

Since the beginning of 1986, in order to prepare for the establishment of the Bibliotheque de France, the Bibliotheque Nationale has set up

internal working parties composed of members of staff from the various departments concerned, at all levels of the hierarchy. These working parties are responsible for studying the future of the establishment's aims and of the resulting tasks and making provision for the necessary means to realise them. Similar work has also begun within the framework of the projects which are being gradually set up by the Association pour la Bibliothèque de France, with the participation of representatives of the Bibliothèque Nationale. At the same time, the Bibliothèque Nationale has set up another working party to look into the redefinition of the role of the existing library and the re-utilisation of the present buildings once part of the collection has been moved to the site of the new library.

2.2.3 The expansion of the administration and modifications to the establishment's organisational structure

In 1976 the General Adminstrator of the Bibliotheque Nationale was forced by the growing burden of administrative and financial tasks to increase the number of his colleagues and create administrative departments to undertake the work previously done by the secretary general. The same need to expand the administration and to employ professionals led to the creation of the post of administrative and financial director in 1985 and, in 1989, that of technical director with responsibility for preservation and that of director of development and document supply.

2.3 Strategies for the future

In spite of the steps already taken towards modernising the organisation of working methods and management, the Bibliotheque Nationale still has a lot to do and the drawing up of a strategic plan, as the British Library has been doing since 1985, would seem to be essential.

Such a plan, which should be based on a detailed analysis of the existing organisation and should set the long-term aims of the Bibliotheque Nationale, will enable its work to be better organised, resulting in increased efficiency. This will be achieved by more and

more highly qualified staff using the most suitable techniques and technologies and by taking into consideration the demands of the users as well as the interest of the work and the job satisfaction of the staff. The objectives towards which the library should strive are a rich and varied acquisitions policy, rapid production and dissemination of information, ease of access to documents, whether to the original, a reproduction, or its contents; but also a sound financial and administrative organisation capable of defining and interpreting the appropriate indications, awareness of the cost-effectiveness of the services provided and the products created, as well as the growth and diversification of the library's own income-generating activities based on market research studies.

In response to the shake-ups which they are undergoing, there are no common, interchangeable solutions available to the national libraries. Each is dependent on its particular economic, financial, technical, social and cultural context. But, while retaining their individuality, they must all seek out a coherent policy amongst the demands of conservation, access and dissemination, using an approach which is both methodical and adaptable, rigorous and flexible and reflective as well as ready for action. In order to achieve these ends, in a world in which telecommunication techniques are continually developing and improving and where quick access to information is a necessity, the national libraries have everything to gain from closer cooperation and from sharing their ideas and experiences.

Division: General Research Libraries

Section/RT: University Libraries

75-UN-2-E

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

This document has been reproduced as received from the person or organization originating it.

Minor changes have been made to improve reproduction quality.

Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

French University Library Funding

By

Christian Lupovici

Director
BUTC- Bibliothèque de l'Université
de Technologie de Compiègne.
France

Keyword(s):

IR053255

For internal use only:

Meeting No: 143

SI: [redacted]/no

INTRODUCTION

French University libraries have not been favored throughout their history. They have been developed on the fringe of the universities and have often found themselves in a difficult situation in terms of funding, shortage of personnel, and the need to compete with laboratories or research institutes for research funds.

In an effort to resolve the dichotomy between the operation of university libraries, laboratories and research institute libraries, the "Ministère de l'Education Nationale" established the concept of "service commun de la documentation" - <common documentation service> in the universities.

As I discuss the funding of university libraries, I will only refer to the common documentation service which has evolved directly from the old university libraries.

1. UNIVERSITY LIBRARIES IN FRANCE

There are 63 distinct administrative units which are referred to as university or inter-university libraries to which are often assimilated the libraries of the "grands établissements scientifiques" (major research institutions).

These 63 "libraries" represent very heterogeneous institutions which range from the small university library to large inter-university libraries which combine services to a number of universities often some of the largest, particularly in Paris.

However, most of these libraries have certain features in common:

- They are structured by discipline (usually the Humanities, Law, Science, Medecine and sometimes Pharmacy). The large Parisian inter-university libraries are dedicated to a single discipline; this is the case of the Library of the UTC at Compiègne, but these are exceptions in the general organization of university libraries in France.

If one counts the number of sections (static service points) of these libraries which (except in Paris) are less disparate and are usually assigned to a given function and location, servicing a homogeneous public, the French university library network is composed of 186 libraries, compared to 159 in Germany and 182 in Great Britain.

- These libraries all answer to the same agency, the "Sous-direction des Bibliothèques", which assumed in May 1989 the former role of the "Direction des Bibliothèques, des Musées et de l'Information Scientifique et Technique (DBMIST). It is part of the "Ministère de l'Education Nationale" which overseas the universities. This is very important since this central administration has double control over the libraries; first through the administrative and financial management of the "Sous direction des bibliothèques" and secondly through the other "Directions" who oversee the universities in each of their particular fields.

2. THE FUNDING STRUCTURE OF UNIVERSITY LIBRARIES

The government has strong control over the universities and their libraries. This control is applied through administrative regulations and also through funding.

The funding comes under various aspects:
- indirect funding
- direct funding

2.1 INDIRECT FUNDING

Although significant, the indirect funding is not considered by librarians as part of their libraries' budget. This is primarily composed of costs tied to the construction and maintenance of buildings which are covered by the university's budget and personnel costs.

2.1.1. The Assignment of Personnel

University library staff in France are primarily civil servants; the government assigns the positions and pays the salaries. One must keep this in mind when considering budget questions, since French librarians never include salaries in their library's budget.

However, the budget for personnel is significant even if the number of qualified staff is not adequate for the amount of work involved. A study of the European Community (DG XIII) provides a comparison of professional library staffing in the 12 countries; France is third behind Great Britain and Germany.

The assignment of personnel has been done to date without any defined or announced criteria, depending on the "political" influence of the library or its director. In the past five years, no new positions have been created, but many positions have been cut. There has been almost no transfer of personnel to the libraries or functions where they are the most needed. Positions have been deleted as they become vacant either through the transfer of the incumbent or their retirement. There has therefore been no plan for personnel development although the DBMIST has tried to establish staffing levels for each personnel category. Nevertheless, during a period of low funding, the administration has mainly tried to avoid dramatic discrepancies.

To compensate for the lack of assigned government employees, most libraries have hired temporary personnel within the constraints imposed by a very restrictive legislation.

2.2. THE OVERALL OPERATING BUDGET

When French librarians speak of their budget, they refer primarily to the overall operating allocation which is given by by the "Ministère de l'Education Nationale" and which is paid by the university to which the library is attached.

This budget does not include infrastructure costs (building maintenance, cleaning, lighting and heat) which are covered by the university, nor the salaries of the government employees.

However, this budget does include:

- funds to hire student assistants
- funds for acquisitions with a separate allocation to those with the role of a CADIST
- contribution to the costs of inter-library loan
- support for the conservation of the national heritage
- funds to develop new technology
- funds to replace equipment
- funds to support special contractual projects

The total budget available to university libraries is much lower than that of libraries in comparable European countries such as Germany (same number of students) or Great Britain (same number of libraries) and its growth is slow even if you take into consideration the extraordinary steps taken in 1988 and 1989. The budget went from 94.2 million francs in 1988 to 146 million francs in 1989, i.e an increase of almost 55 per cent .

These funds are allocated to the libraries according to criteria specified by the administration, others through contracts with the libraries for specific programs supported by the Ministry, and finally some funds are set aside to fund projects of national interest.

2.2.1 Criteria Used in the Allocation of Funds

The funds for materials and the replacement of equipment are allocated by the "Ministère de l'Education Nationale" according to criteria referred to as "normés" (standardized) which have been for the last few years, adjusted for objectivity and geared to avoid a sharp change from earlier funding. This practice is geared to instill a more rational distribution of State funds but because the analysis has not been carried through at all levels, the criteria have not completely supported the Ministry's policies and have been met with some contestation. Also, certain criteria cannot be applied to some institutions; this applies to the inter-university libraries of Paris and the large research libraries ("Grandsétablissements d'enseignement et de recherche"). Indeed, the concept of institutional users is undefinable. Because of their cultural role they have always been privileged in comparison to those to whom the criteria are applied.

2.2.1.1. Allocation of Acquisition Funds According to Criteria.

After having for many years, distributed operating funds according to the square meterage and the number of students serviced, the administration refined the criteria (in 1985) for the global operating allocation. Despite the criticism one can make of these criteria, which by trying to include the most common denominator, do not take into consideration any growth criteria, nevertheless mark the beginning of an allocation of funds through a more realistic understanding of local situations.

The funds which are allocated in this manner form the major part of the global operating budget and , although it is relatively low compared to other European countries, it has been greatly increased between 1988 and 1989, going from 64.9 million francs to 96.1 million francs; i.e. an increase of 47.9 per cent. These funds represent the direct funding contribution of the governmnent towards the acquisition of materials for these libraries. For a complete picture you have to add the 12.7 million francs distributed to the CADIST ("Centre d'acquisition et de diffusion de l'information scientifique et technique- <Center for the acquisition and distribution of scientific and technical information>) and the funds reassigned by the CNL ("Centre National des Lettres"-<National Center of Letters>).

The distribution of acquisition funds is based on three criteria:
- the number of users',i,e, the number of students and faculty at the university;
-the number of service points (the number of different geographic locations) factored by the third criteria:
- the discipline involved in order to factor in the ramifications of disciplines where the documentation is more costly. In order to follow the cost of documentation, the DMIST created cost analysis centers in 1988. The libraries in charge of this work regularly provide figures. The rates for 1989 were:

37.50 francs	per registered user
60,000.00 francs	per working unit in Letters and Law
180,000.00 francs	per working unit in Medecine
240,000.00 francs	per working unit in Pharmacy
300,000.00 francs	per working unit in the Sciences

For example, the Library of the Université de Technologie de Compiègne receives a subsidy which is broken down as follows:

Registered users:	1965	X 37.50	francs =	73,688.00 F
Functioning Unit in Letters	0.5	X 60,000	francs =	30,000.00 F
Functioning unit in Medecine	0.5	X 180,000	francs =	90,000.00 F
Functioning Unit in Science	2.5	X 300,000	francs =	750,000.00 F

2.2.1.2. The Distribution of Funds for the Replacement of Equipment according to Criteria .

In 1989, 10 million francs were credited to university libraries specifically ear-marked for the replacement of equipment. Of this sum, the Administration reserved 2 million francs to continue the installation of CD-ROM configurations and 1.1 million francs to equip new space.

Therefore 6.9 million francs were allocated to libraries according to the following criteria:

-space	3.50 francs per square meter
-number of students	3.30 francs per student (undergraduate and graduate)
-structure	1,650.00 francs per working unit

These criteria are strange, as they do not appear to represent a specific policy. In the majority of cases, the number of students is the determining factor but situations vary. For example, at the Library of the UTC at Compiègne where the formula gives:

space:	9,979.00 francs
number of students:	6,098.00 francs
number of structures:	23,925.00 francs

In this case, the number of working units has determined the amount of the subsidy. The number of students determines the lowest subsidy.

The most typical case is probably that of the Bibliothèque Interuniversitaire de Toulouse which receives:

-based on space:	101,878.00 francs
-based on number of students:	155,922.00 francs
-based on working units:	24,750.00 francs

Here the number of students is the determining factor and the criteria based on the number of working units is negligeable.

2.2.2. Allocation of Funds by Activity

For the last few years, the Ministry has been increasing the amount of funding attributed to specific projects which support current policy.

2.2.2.1. The support of the CADIST.

The role of CADIST attributed to certain institutions is one of acquisition and distribution of information in a specific discipline. This function translates basically into the acquisition of supplementary documents in an effort to ensure an exhaustive coverage in that particular discipline on a national level. For their effort, the libraries which have been given such a function, receive additional funding. The total funding thus allocated to the 125 CADIST comes to 12.7 million francs. It has remained the same for three years. Whereas in 1987 this amount represented 17.3 percent of the budget allocated to university libraries, in 1989 it is only 9.5 percent.

OPERATING FUNDS ALLOCATED TO UNIVERSITY LIBRARIES AND THE CADIST
in millions of francs

	1986	1987	1988	1989
CADIST	9.5	12.5	12.7	12.7
UNIV. LIBRARIES	72.1	72.2	81.5	133.3

2.2.2.2. The Funding of Union Catalogues

To provide support for the functioning of the "Catalogue Collectif National des Publications en Série (CCN)" <National Union Catalog of Serial Publications> network, the Ministère de l'Education Nationale invests about 700,000 francs a year. This includes the fee paid to the libraries which serve as regional centers and the compensation given to the libraries which update their holdings on the system and have to pay for their use of it. The method used to determine the fee is quite sophisticated and works well.

One should also consider the operating and equipment funds which the Administration spends on the national center (staffed by 8 people) which keeps the network going and updates the database. In addition, it is the Administration which is responsible for the software development and maintenance as well as its daily administration. The Ministère de l'Eduation Nationale has begun work on a union catalog for monographs (the "Pancatalogue") which will be financed along similar lines: the libraries will pay for a service and the Ministry will reimburse them according to their participation in the network by a set fee per bibliographic record found in the union catalogue. Two million and a half francs have been reserved for this project.

2.2.2.3. Funding of the Interlibrary Loan System

Interlibrary loans are supported by a national automated system, the PEB similar to the one run by OCLC. The Administration supports, as it does for the union catalogues, the costs of development, maintenance and administration of the central system.

In addition to this, 4.5 million francs are allocated directly to libraries in compensation for their role as suppliers. Indeed, even though the physical loan of books is still free (except for the shipping cost) this remains a marginal activiy in France (20 per cent) and the majority of what one refers to as interlibrary loan is in fact mostly the providing of documents (mostly photocopies of periodical articles) for which rates have been established by the Ministère de l'Education Nationale in agreement with the Ministère de la Recherche and the Ministry of Health. These rates take into account the interlibrary loan process even though all costs are not counted (particulary the cost of the purchase and storage of the originals).

In order to encourage libraries to share their resources and to avoid underprivileging those whith fewer resources, the Ministère de l'Education Nationale has decided to reimburse part of the cost of the documents delivered since the lenders are paid for their service. Therefore, borrowing libraries are able to avoid charging their users for the total cost of acquiring the documents.

2.2.2.4. The Discount Coupon Plan for Database Searching.

To encourage searching on French databases the DBMIST instituted a number of years ago, a discount system for student and faculty users. The difference between the amount paid by the user and the cost actually born by the library is covered by the Administration (who reimburses the library directly).

2.2.3. Equipment

One of the ways chosen by the "Ministère de l'Education Nationale" to spread its policy concerning new technologies, has been to give the university libraries the equipment it wants to see them acquire. Thus, many micro-computers have been attributed for public and internal use, as well as microfiche readers to facilitate the consultation of theses on microfiche. All the libraries have been equipped with a terminal, a modem and a printer to expand the use of databases and other shared tools such as the on-line union catalogues and inter-library lending. In 1988, they began the systematic installation of CD-ROM work stations in university libraries in order to permit public use of the CCN on CD-ROM. This program will continue in 1989 and 2 million francs have been allocated to it.

Other projects are planned by the "Ministère de l'Education Nationale" to suport university libraries and the collections they maintain. To mention a few: there is funding to develop undergraduate collections, safeguard the national heritage, highlight special historical collections, and contracts for research information and the modernization of the libraries themselves.

All these special allocations disperse even further State funds which are inadequate to begin with. This is why libraries are beginning to seek other means of funding from the local and regional agencies which are often closer to their field of activity

3. THE DIVERSIFICATION OF THE LIBRARIES' SOURCES OF REVENUE.

French university libraries had a hard time assimilating an economic framework which nothing had prepared them for. The same applies to the university environment within which they function. It is not surprising that the BUTC (Bibliothèque de l'Univerité de Technologie de Compiègne) created in 1974 as a pilot project for assimilation into a business environment, has been the first to diversify its resources to the extent that the operating budget allocated by the Ministry represented a few years ago less than 9 per cent of its budget. This is no longer the case although, contrary to classic university libraries where the Ministry's contribution

represents 80 per cent of their budget, in 1988 the State subsidy came to 11.33 per cent of the operating budget and 8.24 per cent of the equipment budget. This is less than 20 per cent of the total library budget; an inverse ratio from other libraries.

Most French university libraries seek such a ratio which would bring not only an increase in resources but more independance vis-a-vis the Administrations. But what are the other available resources?

3.1. ASSIGNED RESOURCES

A study of the income sources of the BUTC indicates that even if the diversification of sources of funding is possible for a technical library (this also applies to medical and social science libraries) the framework within which these funds can be used is limited. Indeed most of the funds are attributed through contracts for specific projects. It is very rare that the contracts allow the library to earn money which can be invested according to the library's own preference.

3.1.1. THE SUBSIDY FROM THE "CENTRE NATIONAL DES LETTRES (CNL)".

The problems generated by the reproduction of documents in terms of authors' rights led the State to impose a tax on photocopy machines. The funds collected in this manner are redistributed to the publishing field through an acquisitions subsidy to libraries.

3.1.2. Contracts through the "Plan" of the State-Region.

Contracts for the "Plan" between the State and the Regions began during the IXth Plan (1984-88). The purpose of these contracts is to create co-financing (50/50) of programs to which both the State and the Region have given priority to. Some university libraries have benefited from this type of contract. To cite the example of the BUTC, two areas were financed as follows:

PROJECT	REGIONAL GOVERNMENT	STATE GOVERNMENT
A. acquisitions	125,000 francs/yr. over 5 years	125,000 francs /yr. over 5 years
B. information access	250,000 francs/yr. over 5 years	250,000 francs/yr. over 5 years

In the 1988 budget the regional government's share was 12.29 per cent or 24.58 per cent of the BUTC's budget for the project. For the term of the IXth Plan, 3.75 million francs are supposed to be allocated to the BUTC for this project. Besides the financial contribution which this contract represents, it also made the library provide justifications for its actions and spending. This was the first time that the library was required to do this type of reporting to the Administration and it was very educational.

3.1.3. Contracts with Ministries

The Ministries often need to sub-contract for the implementation of their projects. They do this through both the public and private sectors. The BUTC has developed expertise in the fields of library science, the management of documentation and new information technologies, and has dared to venture into consulting work. Thus an important share of the BUTC's budget (13.86 per cent) comes from this activity.

To illustrate, I can mention the contract with the "Ministère de l'Education Nationale" to provide the translating, publishing and distribution of the French edition of the OCLC manuals or the cooperative contract with Algeria for the modernization plan of Algerian university libraries financed by the Ministry of Foreign Affairs.

3.1.4. Funding from Local Agencies

Local agencies are more apt to fund libraries which are under their jurisdiction such as the public libraries. However, university libraries can also benefit from their financial support if they are involved in projects which fit into local or regional programs. Thus the cost of certain exhibits organized by the BUTC were covered by local agencies. Also the "Conseil Général du Département de l'Oise" established in 1987, in cooperation with the Université de Compiègne, the Roberval Award to honor authors of French technical works and the library administered this award and its budget.

3.2. UNRESTRICTED RESOURCES

Unrestricted resources are those which allow the library to follow its own policies without any of the accounting constraints which are numerous in French accounting. They come from regular sources such as university fees, and the income derived from the services provided by the library.

3.2.1. University Fees

A percentage is taken from the registration fees paid by the students (a few hundred francs) and assigned to the library budget as support for the common documentary infrastructure. Here again one should note the effect the number of registered students can have on the budget assigned to university libraries. However, since these fees are limited by the government, their affect on the library's budget is also minimal. Therefore, the Université Technologique de Compiègne, which is in fact a major engineering school (but with less than 3,000 students), is at a relative disadvantage.

Logically, these funds should be used to buy equipment or materials directly related to the teaching program, but in fact this income is not designated for a specific purpose and usually goes to administrative support of the libraries.

3.2.2. University Funds

Contrary to what one would expect, the university rarely contributes significantly to its library's support and sometimes not at all. This can be explained historically in the same way as the rise of competing documentation centers on the same campus.

Here again Compiègne is an exception since the library is the only organism which has the university's approval to purchase documents and it receives a subsidy which in 1988 represented 16.92 per cent of the library's budget.

3.2.2. Personal Funding

Personal funding is the income derived from the services for which the library charges its users a fee. This income varies, not only in the number of services offered and the users but also in the rates charged and the parameters applied.

Librarians in France, as in other European countries, have long considered that their mission was only a cultural one and denied the economic aspect of information. Thus for a long time, the concept of public service was linked to that of no fees. The right to universal access to information seemed to reinforce this attitude forever.

It is the economic situation, which having heavily affected libraries, forced librarians to change their attitude little by little. Without abandoning the cultural role, which after all is another facet of the economy, French university libraries have been venturing into a more commercial approach for the last two or three years.

The first step was to charge for photocopies but the fees were modest. It is however sometimes a more significant source of income than one might think. But it is the re-attribution of the costs of database searching which confirmed this trend.

Today, almost no service is charged at its actual cost; most of the time the rates do not include personnel costs nor those of the materials' purchase or storage; only the direct costs are counted.

But there is a definite trend to include at least all the direct costs. The administration itself encourages the libraries and set an example with its fee structure for inter-library lending.

In a library such as the BUTC, this type of income amounts to 21.38 per cent and a large part derives from services provided to local companies outside the university.

The list of services and products offered by the BUTC includes the traditional ones such as data base searching and current contents lists, as well as others such as publishing for professors or outside clients, press reviews on demand, document analysis, translation and consulting for documentation centers.

The quality of the services have kept them going but the income has not been maximized since the rates are low and competitive. Most of the university community still believes that information is inexpensive; it is just the opposite.

4. CONTRACT POLICIES OF INSTITUTIONS OF HIGHER EDUCATION

Since 1987, the "Ministère de l'Education Nationale" has made a policy change in its funding of libraries. Just as the DBMIST was refining its criteria, the Ministry was quietly setting up a funding policy based on contracts. The advantage of this system is to be able to fund projects over a number of years according to a library's specific goals and accomplishments instead of fixed annual costs.

In 1989 various contractual funding arrangments are planned:

- the funding of four year research projects (2.5 million francs)
- modernization contracts which will permit libraries to reorganize their facilities (3 million francs)

Also continuing education programs which until now were organized by the Ministry will be provided through contracts with local agencies. A call for proposals went out in early 1989.

One might also consider that the decision to subsidize on-line cataloguing according to the number of records input in the union catalog supports a similar goal; i.e. the trend towards increased responsibility on the part of the libraries themselves, confronted with economic constraints.

What is most important is the sharp emphasis which the "Ministère de l'Education Nationale" itself has given recently to this type of contract.

In a circular letter dated March 24, 1989, the Minister defined the contract policy which he wants to see put into place quickly. As early as this year, negotiations will begin with the Universities in the pilot areas. Picardie is one of them; therefore the UTC will be one of the first universities to receive contract funding.

The funding through these contracts has some interesting characteristics:

- it is global, i.e. the university will be able to distribute and use these funds as it chooses as long as it honors the predefined contract.
- it encompasses more than one year; the university will be able to count on funding over a specified number of years and not be limited to an all too short fiscal year.
- it obliges the universities to define a project and implement it according to a self-imposed calendar.

Of course the projects the libraries are equiped to undertake, and this is particularly true at Compiègne, fit in well with the type of project

which the Ministry is proposing to the universities. Nevertheless the Minister has taken the precaution of writing a specific section on libraries, "services communs de la documentation". One might regret that this section entitled "Documentation Policy" has been placed within the chapter for the "Improvement of teaching conditions" as it is indicative of the narrow view the Ministry has of the role of university libraries. Even though the word research does appear in the text, it is obvious that for the Minister as well as the majority of teachers, libraries are nothing but reading rooms full of documents and users, and that is the way they should remain.

This interpretation is not gratuitous, since it is clear that the new form of funding will tend to benefit teaching to the detriment of research (which has other sources of funding), just as the standardized criteria did.

With regard to libraries in particular, the Minister's letter underlines the following actions:

- the establishment of an acquisitions policy
- improved public service with more open stacks and increased opening hours.
- the introduction of new technologies on site and the participation in automated union catalogs.

CONCLUSION

French university libraries have born the effects of the economic situation more seriously than other segments of the public domain. There have been significant budgetary and personnel cuts. The situation was so alarming in 1988 that the "Ministère de l'Education Nationale" asked for a report on the situation in the university libraries. The conclusions of this report, the "Rapport Miquel", led to the allocation of 50 million francs as an emergency measure to be repeated in the 1989 budget. One can hope that there will be even more support to come since compared to Great Britain and Germany, the purchasing power of French university libraries remains ridiculously low.

The updating of equipment and library methods however is proceeding at a rapid pace. A genuine change in the general attitude is in the process of modifying not only daily work patterns but library training as well.

However, it is not enough to have changed the thought processes; the financial means now have to become available to make action possible.

IFLA

Division: GENERAL RESEARCH LIBRARIES

Section/RT: NATIONAL LIBRARIES

137-NAT-6-E

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☐ This document has been reproduced as received from the person or organization originating it.

☒ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

PROGRESS REPORT ON

"LEGISLATION ON NATIONAL LIBRARIES OF COUNTRIES AROUND THE WORLD"

FOR THE PERIOD FROM THE 54th TO 55th IFLA SESSIONS

Lenin State Library of the USSR

Moscow, 1989

IR 053255

For internal use only:

Meeting No: 127

SI: yes

Estimated number of participants in the meeting: 49

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

A.L.Van Wesemael

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

COPIE REALISEE SUR COPIEUR RANK XEROX

In the framework of the IFLA National Libraries Section the State V.I.Lenin Library of the USSR has proceeded with elaborating the theme "The Legislation on National Libraries Around the World" in the next two directions:

1. The introduction and use of the Data Base (DB) on the legislation on national libraries (NL) the world over.

2. The preparation of a Collection of the most important deeds on libraries in the socialist community countries.

1. Data Base

1.1. Compiling the DB. New information was being added to the DB: in connection with the preparation of the mentioned collection, a number of deeds from socialist countries have arrived on different types of libraries and the directions of their work. For example, the Polish 1984 Law on the Rights and Duties of Workers Engaged in the Cultural Sphere. This law sees libraries as part of the cultural establishments' system, together with museums, arts galleries, centres for advanced professional training of cultural workers, etc. Some new documents arrived from Mongolia. Among them is the 1958 Government Decree on the procedure of mandatory sending of a sample of any printed matter to the State Public Library (NB).

We have received a selection of 19 legal documents on Moroccan libraries, archives, and information organs from the Rabat-based documentation center. Among them is the 1932 Law on the Mandatory Copy with later amendments up to 1972, and the 1972 and 1980 decrees on the National Documentation Center.

As seen from the above examples, the process of broadening the DB thematic range has been going on. We see it as a positive factor, because the NL - the country's leading library - works together with other units of the national system of libraries, and of related archive systems and organs of scientific and technical information.

Systematic work on translating the decrees into Russian was carried out.

By July 1, 1989 the DB received 850 documents from 109 countries with the total volume of 6,000 pages. During the last year the DB volume hasn't grown

considerably (by May 1 1988 the DB had 786 documents from 109 countries with a total volume of 5,719 pages). To further improve its DB the State Lenin Library has begun to send letters to NBs in countries which as yet are not represented in the DB, or have scarce representation there. Letters asking for texts of decrees, later to be included in the DB, have already been sent to Latin America - to Argentina, Bolivia, Brazil, Venezuela, Columbia, Costa-Rica, and Mexico. And letters to other countries are still to be sent.

1.2 Using the DB.

Foreign specialists, like in the previous period, didn't make use of the DB often, though IFLA's NB Section had provided information on it. Iraq, Morocco, Nicaragua, and France - those four countries alone received 25 documents with a total volume of 400 pages. The Iraq Documentation Center, and the French Center on Culture and Information on the Arab World, and other organizations, turned to the State Lenin Library for assistance.

Documents provided by the DB have been actively used by Soviet specialists in the comparative analysis of library legislation, and in the process of working out the law reform concept in the sphere of librarianship.

2. The preparation of a Collection of the most important deeds on libraries in the socialist community countries.

The preparation of this Collection (in Russian), which started two years ago, is nearing its end. The participating countries have selected and the State Lenin Library has translated into Russian decrees on librarian legislation from Bulgaria, Hungary, East Germany, Cuba, Mongolia, Poland, and Czechoslovakia. Relevant decrees of the USSR will also find their place in the Collection.

The materials show that the content and form of legislative regulation of library work in socialist countries vary. Nevertheless, the common socialist nature of libraries in these countries defines common traits in the library legislation:

- all the main issues of the work of libraries are embraced by legislative acts, thus resting on a sound juridical basis;

- libraries of all types are viewed as a single system, united by common aims and goals; the legal acts regulating their work, in their turn, comprise a system of decrees complementing each other.

Documents in the Collection are grouped according to topics, reflected in the contents. First come general laws and governmental decrees on librarianship (the so-called "librarian laws"), then standardizing and legal acts on librarianship as a whole, issued by ministries to develop librarian laws; decrees on libraries' cooperation with related systems - those of scientific and technical information and archives. Decrees on libraries of different type make up a considerable number: NB charters and standard (exemplary) rules on public, special, college and University, trade-union, school, and other libraries.

A most elaborated issue in the legal sense is the acquisition, storage, and record-keeping in librarianship. Among the decrees of this group are laws on the mandatory copy, and on depository storage of book funds. The Collection includes documents on serving the readership, on bibliographic work, improving the techniques, and on library staff.

The Collection will have a total of 120 documents, that is up to 1,000 pages (typed). The thorough selection of the included material didn't stop the edition from growing twice as big as had been planned, which creates some additional problems with publishing.

The edition was planned for 1989, but to be sure that no juridical documents are mistranslated, the State Lenin Library decided to send the translations for approval by the NBs of the participating countries. This has delayed the publishing of the Collection, but the quality of translation was thus guaranteed. By the end of this last June the work with decrees from Hungary, East Germany, Poland, and Czechoslovakia has been over. When we get approved translations from other countries, we will edit the whole Collection.

At the same time the State Lenin Library starts to work on the Collection's second edition this year. The book is to include acts on socialist countries' library legislation translated into English and French. Thus, specialists from many countries will get access to those documents. It is intended to select the most

important ones from the Russian edition, translate them with the assistance of the participating countries' NBs into English and French, to prepare a 320-page edition, and publish it in microform in the Zaur publishers. The NB Section management has a relevant agreement with that publishing house. The State Lenin Library also hopes to get assistance in editing the translations from the NB Section management.

3. The State Lenin Library Working on the Theme: Prospects

On request from Mr. Maurice Line, chairman of the NB Section, the State Lenin Library last year has specified its plan of further work on the theme The Legislation on National Libraries of Countries Around the World. Our library sees as its main aim improving the DB and ensuring its broader use, and using it to carry out a comparative research on the condition of the legislation on NBs. To this end regular reviews will be published on the legislation in groups of countries (at least one such review a year). In the near future reviews on Latin American countries and those of South-East Asia are planned.

The data in the DB provides an opportunity to get a general impression of the state of legal security of NBs in the majority of countries; a relevant review is planned for 1989-90, to be followed by a deeper comparative analysis of the legislation on NBs in different countries.

We think that the research should have as its final goal the working out of principles to ensure the work of NBs, which, if approved by the IFLA NB Section, could form a basis for developing and improving the relevant legislation in different countries.

Division: General Research Libraries

Section/RT: University Libraries

109 UN 3 E

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

This document has been reproduced as received from the person or organization originating it.

Minor changes have been made to improve reproduction quality.

Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

Funding Third World University Libraries

By

Bart U. Nwafor
University Librarian
University of Jos
Jos, Nigeria

IR053255

For internal use only:

Meeting No: 143

SI: yes/no

Estimated number of participants

FUNDING THIRD WORLD UNIVERSITY LIBRARIES

B.U. NWAFOR,
UNIVERSITY OF JOS,
JOS, NIGERIA.

Abstract

In the developing countries where their economies have suffered a major dislocation, with disastrous social consequences, university library services are fast crumbling. The libraries cannot be and are not being funded meaningfully anymore and a call for global assistance to save them from imminent "death" is made.

Even though its audience is Africa, Sam Ifidon's book, Essentials of management for African university libraries[1] would seem to have aptly summarised the funding system in the university libraries of the developing nations. Wrote he, "The university library derives funds through the university whose sources of financial support are government grants, private contributions and gifts, endowments, student fees, investments and consultancy. Direct collection of funds by the library may come from sources such as photocopying proceeds, fines for overdue books, sale of duplicates and publications, and charges for loan of special items .... The main sources of funds ... is government grants which account for about 90% of the total revenue of each university ... Currently, the average rate of funding English-speaking African university libraries is about 5% of the total recurrent grant." It is to be expected, however, that the funding arrangement in countries where universities are owned by private organisations and individuals as well as the government, as in Brazil, will differ from the one described by Dr. Ifidon.

That said, we should quickly note that Ifidon's book was published in 1985 and that since then tremendous economic and

social changes have taken place in the developing countries. We should now attempt to monitor, even if randomly, some of these developments, occurring within the last two or so months, as articulated by the mass media:

(a) The International Monetary Fund (IMF) in a recent report has stated tnat the economies of sub-Saharan African countries fared worse than expected last year - BBC News 3rd April.

(b) Today it (that is, the exchange rate of the naira to the US dollar) is ₦7.50 to one dollar. From January 1986 to January, 1989, the percentage devaluation of the naira to the dollar is 750% - The (Nigerian) Guardian 16tn April, 1985 p 6.

(c) Twenty-eight poorest countries in Africa have asked tneir foreign creditors to write off their debts as some of tnem are facing imminent economic collapse - BBC News 9tn April.

(d) Staff and students of Makerere University, Uganda went on strike today for the first time in the history of the university (founded in 1948). They were demanding a living wage as salaries for Iecturers were said to average ten dollars per month. The salaries have been reduced this low following the continuous devaluation of the Ugandan currency - BBC News 2nd May.

(e) The Argentine currency, the Austral, has tumbled against the dollar in recent months. In February a 1,000 Austral note was worth about 50 dollars but today it is worth 12 dollars - National Concord 3rd May, 1989 p. 8.

Tne Argentine currency nas been devalued by 80% since February 1989 - BBC News 15tn May.

"Hyperinflation, rioting and state of siege" were used to describe the situation in Argentina where the currency was said to be undergoing a "seemingly endless slide", and inflation growing at the rate of 2% a day - BBC News 29th and 30th May.

(f) Since 1980 when global recession set in, survival has become the preoccupation of African nations. Their collective debt then was $150 billion but now that figure is almost doubled. At the same time the debt service rate which was previously 7% now stands at about 35% - Nigerian Television Authority (NTA) Newsweek Programme 18th May.

(g) Venezuela suffered its first general strike in 30 years today. Earlier in February, about 300 people were killed in riots in which the strikers wanted the government to cushion the effects of its harsh economic measures which had given rise to prices of goods rising by as high as 200% - BBC News 18th May.

(h) Teachers colleges in Nicaragua went on pay rise strike today - BBC News 26th May.

(i) A curfew has been slapped on the Nigerian City of Benin following demonstrations by students protesting the structural adjustment policy of the government. (Similar demonstrations were subsequently reported in other Nigerian cities including Lagos) - Voice of America News 26th May.

(j) Pakistan's foreign debts amount to more than $800 million and most of the population are living on bread line - BBC News 3rd June.

(k) Uganda has secured a 238 million dollar credit from the International Monetary Fund to finance three years of economic reforms - National Concord 7th June, 1989 p. 10.

Massive foreign debts; debilitating debt repayment schedules; over-devalued currencies; more borrowings from the West-dominated IMF and World Bank; stringent and controversial economic measures which bring in their trail social and other upheavals; food riots; series of strikes and demonstrations aimed at bettering the standard of living of the citizenry; etc, etc - these are the items on the current agenda of the developing countries.

We shall next use the Nigerian experience to illustrate the devastating effects of the Third World ~~country's economy~~ countries' economies on both ~~its~~ their educational systems and university libraries. Coincidentally, a popular news magazine[2] recently conducted a survey on the subject and we need only lift a few excerpts from its findings:

(i) "No hungry child will get an education ... the question of hunger must be solved first" - An educationist and social critic.

(ii) "Many students in the tertiary institutions are simply trapped. Many skip breakfast or lunch or both to be able to pursue their studies .... But the dearth of relevant text-books and the high cost of the few available ones is rendering university education meaning-less .... At the last Ife Book Fair, many who went there to buy books could not afford them. Some books which cost less than ₦50 three years ago now cost as much as ₦400 ..."

(iii) "We are now graduating students who are not reading books" - Head of English Department.

(iv) "I rely on the library and the books in the library are not replenished because the univer-sity does not have money. It means we are teaching the students 1979 stuff in 1989" - University Lecturer.

(v) "We still get the same vote we used to get five years ago. It is unrealistic when you consider that the cost of books is rising everyday and the value of the naira (the local currency) has fallen" - University Librarian.

Perhaps I should quickly add that my library at Jos had fared much worse than my colleague's. In 1985/86 fiscal year, for example, our total budget was ₦1,036,648 as against ₦766,828 in 1986/87! Worse, our total budget was insufficient to pay for our overseas journal subscriptions the latter of which we have since reduced from about 2,000 to a mere 300 titles.[3]

Other comments on Nigerian university libraries follow:

(i) Not even a single journal or textbook on medicine has been bought or acquired by the University College Hospital, Ibadan since the second half of 1985.[4]

(ii) In some libraries, the most up-to-date issue of any journal was 1982.[5]

(iii) Few libraries have had any quantify of periodical titles since 1974. Many have had none at all for the past five or six years.[6]

Perhaps with the possible exception of China which, in any case, is not a typical Third World country where, according to Xiao,[7] a 47% budget increase was reported for their university libraries between 1980 and 1986 (from 5,216,000 yuan in 1980 to 14,708,000 yuan in 1986) almost all other university libraries from the developing countries would appear to have suffered a decrease if not in the subvention received, in the real value of that subvention. Supporting this view, Andrade stated of university libraries in Minas Gerias, Brazil: "the real value of financial resources for acquisition had decreased"[8]. In the same vein, Phiri came to the conclusion with respect to Zambia that there was inadequate funding and little foreign exchange for reading materials despite the bulk of material ordered from abroad.[9] The situation in Tanzania is worse still. Peterson informs us that a ban on the purchase of books from abroad has been in force there since 1979[10], an arrangement Kaungamno correctly concluded threatened the existence of libraries[11].

From the foregoing, the generalisation that Third World university libraries are currently perched on the precipice would not be farfetched. In fact, one could go a step further to state that the necessary factors required for the declaration of a library state of emergency are in place in our universities!

It should come as no surprise, however, if some of our colleagues from the industralized nations hasten to remind us that their relatively recent experiences in budget cuts might not be any worse than what we are currently going through. They would point to articles like the ones by Wood[12] and LaRose[13] as the basis for their

assertion. While one is in sympathy with them for the hardships they had to suffer and which were occasioned by both the escalating prices of books and journals and fluctuations in the exchange rates of their currencies, the point must be stressed that those hardships comprise but only a very small fraction of what their Third World counterparts are undergoing at present: our currencies have been mercilessly devalued, our per capita income nose-dived, while dependence on foreign publications for the stocking of our libraries estimated to be in the region of about 90% of our total collection, continues unabated. At the same time our publishing industry has remained as good as crippled as paper, ink, photographic plates, printing machines and so on are in short supply because they have to be imported and broken down machinery cannot be repaired because of lack of spare parts. The result is that as fewer and fewer publications are being produced in our countries, ironically the local publishing houses tend to hold a backlog of manuscripts. In the end, frustration, disappointment and a feeling of hopelessness and helplessness become the lot of our few authors, the people associated with the book industry and the reading public at large. Never in the history of Third World university librarianship has a thing like this been experienced. No, our libraries are not just in distress. I repeat, they are at the precipice. Meanwhile, the complaint is not only against zero acquisitions but that even the few stock held by the libraries are being stolen and mutilated at a rate higher than at any other time in our history by book hungry readers who cannot afford the means to buy their own copies.

The question is: can these libraries be saved? My reply is a provisional yes as three suggestions come to mind:

(i) Cooperation and joint sharing of resources by affected libraries - the usual panacea recommended by librarians for this type of problem. It might interest our colleagues to know that Nigerian academic and research libraries had considered this option in a seminar, the proceedings of which have since been published[14]. Probably because of the point made at that seminar about sharing "the poverty we seem destined to have to live with for quite sometime to come" the condition of our libraries would seem to have become far worse than before the seminar which was held in 1987.

(ii) Getting the authorities funding the universities to liberalise subventions to them and their libraries. In this respect the presupposition is that more money is available to the funding authorities and that in their prioritisation, university library needs rank high. Given our experiences, both expectations amount to a pipe dream. It seems to this speaker that only a miracle, like the writing off of Third World debts by creditor nations, and the reordering of global economic order, could change things around for the better. And while we are at this, it should be stressed that the 5% of the university's recurrent budget which is increasingly being looked upon as a sufficient amount for the provision of adequate library services on campus is indeed not so. Given our economic and social indices as well as the fact that extremely few Third World university libraries can boast of anything like one million book stock or more, (Nigerian libraries' total stock is believed to be below eight million!), a figure that approximates 10% of the university's recurrent vote seems more realistic.

(iii) The last suggestion is external assistance and prevailing examples of this will be highlighted below:

(a) Philantropists consisting of both individuals and organisations and typified by Ford, Carnegie and Rockefeller, the British Council, U.S.I.S., Emerson Electric of U.S.; Tripple As, etc.

(b) The Committee of Australian University Librarians is known to be currently collecting surplus (as against obsolete) publications from amongst its members and donating same to Third World university libraries in the Pacific region.

(c) Similar efforts at collecting books and related materials are being made in Britain by, amongst others, (1) Ranfurly Library Service (2) International Campus Book Link (3) Textbook for Africa Project (4) Schools Partnership Worldwide, etc.,

(d) In the U.S., bodies such as Rotary International, Brothers to Brothers Inc. of Pittsburgh, Dariens (?), etc., collect publishers' surplus stock and other publications which they ship in containers, invariably to the developing countries.

(e) Individual institutions in the industrialized nations have also been known to have gathered and donated materials to less fortunate counterparts in the less developed regions of the world. In this regard I wish to publicly acknowledge the significant assistance to my library through the generosity of G.G. Allen from Curtin University, Ed Walters from the University of Texas at Dallas and late John Hudson from the University of Texas at Arlington. Direct personal contact by me with the above library directors had facilitated the donations. In passing, I should mention that on the occasion of my sabbatical leave in the U.S. some years ago, I discovered that some university libraries held stock they would willingly donate to libraries needing them if only they could identify such libraries and suitable arrangements made for the evacuation of the items.

There must be other existing programmes not mentioned here.

Would it be too much to ask an international body like IFLA, perhaps initially working through its University Libraries Section, to coordinate a global action aimed at the identification, collection and distribution of surplus publications, equipment and related items from the industrialized nations to the developing countries? World it be unreasonable to ask the University Libraries Section to set up, during the present Conference, a committee of few persons to examine this issue more closely with a view to determining its feasibility or otherwise?

In response to major catastrophies like droughts or earthquakes that had occurred in some developing countries, the world had risen

up to such challenges by raising funds and other donations for the victims under such banners as Band Aid, Live Aid, Sports Aids, and so on. A major disaster is right now taking place in the university libraries of the developing nations and no less global action is called for. Rightly had Villa queried "If Band Aid, Live Aid, and Sports Aid, why not Book Aid?"[15] Should this not be forthcoming, we may as well begin now to prepare the obituary of Third World university libraries. In that event it would make no difference even if all Third World university library directors were to process the qualifications for the directorship of the Chicago Public Library as mock-advertised by the Chicago Sun Times of 11 March, 1985:

> "Experience: None needed as a librarian. Want tough, top-flight administrator, with the charm of Satan, industry of Lee Iacocca, evangelistic capacity of Billy Graham and money raising capacity of a Carnegie, Rockefeller or Vanderbilt. Makers of only minor miracles need not apply".[16]

REFERENCES

1. S. E. Ifidon. Essentials of Management for African University Libraries. Lagos, Libriservice, 1985. Chapter 5, pp. 105-27

2. Peter Ishaka with A. Agbor and J. Mba. You gotta cry to learn: Economic downturn hikes the cost of education in Nigeria. Illiteracy is moving up. Newswatch 15 May 1989 p. 56-7.

3. B. U. Nwafor. Library services for postgraduate education in Nigeria in the late eighties. Being a paper presented on the occasion of the meeting of the Deans of Postgraduate Schools of Nigerian Universities, Jos, 16th November, 1987.

4. UCH medical students in dilemma. Nigerian Observer 19 July, 1987, p. 1.

5. National Universities Commission (NUC) Executive Secretary's Report on Tour of Nigerian Universities, 1987, p. 4.

6. P. Havard-Williams. Research libraries in developing countries: April, 1987. Outlook on Research Libraries 9, 8 (August, 1987), p. 1.

7. Zi-li Xiao. Academic libraries in the Peoples' Republic of China. College & Research Libraries News 49, 8 (Sept., 1988) 486-90.

8. M.E.A. Andrade. A biblioteca universitaria em Minas Gerias: analise preliminar de seu acervo, de 1975 a 1979 (University libraries in Minas Gerias, Brazil: preliminary analysis of collections, from 1975 to 1979) Revista da Escola de Biblioteconomia da UFMG 14, 1 (March, 1985) 70 - 89.

9. Z.M.K. Phiri. Book budgets, foreign exchange restrictions and their impact on collection development in university, college, technical and research libraries in Zambia; a survey. Zambia Library Association Journal 15, 2 (Dec. 1984) 30-50.

10. J. Petersen. Bibliotheker i Tanzania: Kommunikation og fremskridt (Libraries in Tanzania: communications and progress) Bibliotek 70, 20 (1985) 700-2.

11. E. E. Kaungamno. The case of Tanzania library service. Canadian Library Journal 42, 4 (August, 1985) 185-7

12. L. Wood. University monograph acquisition and sterling exchange rate. Outlook on Research Libraries 7, 8 (August 1985) 8-10.

13. A. J. LaRose. Financial exigency and the academic libraries: the British experience. Library Association Record 87, 4 (April, 1985) 148-9.

14. Strategies for survival by Nigerian academic and research libraries during austere times: Proceedings of a national seminar. Ed. by S.M. Lawani et al. Nigerian Association of Agricultural Librarians and Documentalists and Academic and Research Libraries Section of the Nigerian Library Association, 1988.

15. P. Villa. IFLA's Core Programme on the Advancement of Librarianship in the Third World. 2 - A developed country librarian's viewpoint. Focus on International and Comparative Librarianship 17, 3 (1986) 26-30.

16. In: American Libraries 16, 4(April, 1985) 206.